

The University of Chicago

GOVERNMENT
AND PUBLIC WELFARE IN THE
RURAL COMMUNITY

A DISSERTATION SUBMITTED TO THE FACULTY OF
THE SCHOOL OF SOCIAL SERVICE ADMINISTRATION
IN CANDIDACY FOR THE DEGREE OF DOCTOR
OF PHILOSOPHY

1942

By
GRACE BROWNING

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This dissertation comprises Part I of the book *Rural Public Welfare* (Chicago: University of Chicago Press, 1941). Attention, therefore, is called to the fact that occasional cross-references contained in the footnotes are to material included in Parts II and III of that book.



PREFACE

The rapid and unprecedented extension of tax-supported case-work services into village and open-country communities during the past decade has presented a serious challenge to social work. There is, perhaps, no social worker who would question the applicability to rural work of the fundamental methods and concepts which have been developed through urban social-work experience. Nevertheless, it has become apparent that the rural worker is being called upon to orient herself to many varied situations and to develop skills to deal with certain economic and social problems which have not confronted her in the urban setting.

Because of a conviction that the school of social work has a responsibility to help the student make an adaptation of general methods to the rural community as well as to the urban, the University of Chicago School of Social Service Administration several years ago began to incorporate into some of the basic courses in the curriculum material from rural agencies as well as to develop a field-work center in a rural county.

The records presented here have been gathered over a period of three years from rural public agencies in twenty-five counties located in eleven states throughout the country. Some of them have been used in classes in case work, others in the course entitled "Public Welfare in Rural Communities" given at the University of Chicago. A few had been used in programs of staff development within state departments of public welfare before they were submitted for publication.

In preparation of this volume an attempt has been made to keep in mind not only the usefulness of the material in courses in schools of social work and for in-service training programs within public welfare departments but also its interest to the practicing social worker.

For the most part the records selected for publication were chosen because they reflect differences in case situation or treatment plan growing out of the rural nature of the setting. It is recognized that such a bias in selection tends to overemphasize the differences rather than to reveal the likenesses between urban and rural work; however, it is believed that such cases have teaching value in the preparation of the rural worker. An attempt has been made to include cases in which some movement or growth may be seen, although some that are less hopeful have also been included.

This book is not intended as a text for a particular course. It is the

editor's belief that the case material will find its greatest usefulness as a basis for discussion in various case-work classes where urban material is also being used, thus affording the student an opportunity for comparison. Some of the cases, it is hoped, will prove useful in the general case-work courses while others may be used in courses in the special fields of case work. The community records may be useful in such courses as community organization or in special courses dealing with public welfare in rural communities.

It has been assumed that the teacher in the professional school or the director of in-service training who uses any of this material will have definite ideas as to how it may fit into his particular course or plan. In the belief that case material is most useful when it leaves the teacher free to formulate his own assignments and the student free to do his own thinking, the editor's comments have been limited to indicating in a very general way some of the possible uses of this material. The focus of most of the comment is upon the rural aspects of the material rather than on the basic principles and concepts which underlie all case work.

The records were written by workers with varying amounts of preparation and experience. They have been altered as little as possible except in the interest of brevity and clarity. With the exception of the community records the name of the state in which the record was written usually has been retained as an aid to discussion. All other personal and place names have, of course, been changed, and every possible effort made to protect the confidential nature of the material.

The inclusion of more records from child welfare programs than from the public assistances is, in part, accidental and, in part, intentional. In the search for teaching records it was found that lighter case loads and relatively more adequate clerical help in the child welfare divisions, and especially in Child Welfare Services, had made it possible for those workers to record more fully. Also the tendency for the public assistance workers to refer to the Child Welfare Services families with children where there was some conflict arising out of the pressure of the rural community was an important factor. The presence of special persons within the Child Welfare Division in several states with responsibility only for staff development also made it relatively easier to obtain help in locating teaching material. On the other hand, some excellent case material illustrative of the social and economic plight of farm families and the role of the public assistance worker in meeting the needs of this group has been omitted here because a second volume to include this material is under way and will be published later.

The division of material into the three parts of the book has necessarily been somewhat arbitrary. An introduction to each part explains the reason for the particular grouping and gives the student some general background material for discussion of the records. A portion of the introductory material was submitted by the editor as part of a special report to Dean George A. Works of the University of Chicago faculty for use in connection with a study of "Rural Education Today" that he is making for the General Education Board which will be published later. The editor is indebted to Dean Works for permission to use some of this material.

Agencies which have contributed records to this volume include various units in the state departments of public welfare of Alabama, Georgia, Illinois, Tennessee, Texas, Utah, and Wisconsin; the State Department of Social Welfare of Kansas, the Department of Social Welfare of Michigan, the State Social Security Commission of Missouri; the Illinois State Department of Public Instruction, Division of Rehabilitation; and the United States Indian Service.

It is obviously impossible to make individual acknowledgments to all who have assisted in the selection and preparation of this material. The group includes members of faculties of other schools of social work, various directors of in-service training and members of state administrative staffs, field representatives, and county directors. I am especially indebted to the many case workers whose records are presented here but who have elected to remain anonymous in order to protect the identity of the families concerned. Not only have the agencies been generous with material, but staff members have been infinitely patient in answering requests for additional information concerning the records or the settings from which they came.

A debt should also be acknowledged to the rural workers of Colorado, Georgia, Illinois, Kansas, Louisiana, and Texas with whom, in study groups, some of the ideas brought out here have been discussed; to the rural workers of Oklahoma with whom I served as a colleague; and to my former students from various sections of the country who have made substantial contributions to my knowledge of rural public welfare.

Special acknowledgment should be made to Miss Ruth Bowen, formerly deputy director of the Department of Public Welfare of Michigan, for her help in launching the project; to Miss Cordelia Trimble, director of training, Division of Child Welfare of the Wisconsin Department of Public Welfare, for aid in selecting material and in reading and criticizing portions of the manuscript; and to Miss Ruth Bartlett, director of Child

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Professor Sophonisba P. Breckinridge and Professor Wayne McMillen of the faculty of the School of Social Service Administration of the University of Chicago have given generously of their time in reading portions of the manuscript, while Miss Charlotte Towle, associate professor of psychiatric social work, has not only read the entire manuscript but has given helpful counsel concerning the whole undertaking. The interest of Dean Edith Abbott was responsible for the project in the first place, and her constant encouragement made possible its completion.

I wish also to acknowledge gratefully the aid of Miss Maud E. Lavery in preparation of the manuscript, proofreading, and making the Index. The publication of this study is made possible by the Samuel Deutsch Foundation of the School of Social Service Administration.

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INTRODUCTION

*Extension of public welfare to rural communities.*¹—Prior to 1933, in most rural communities, the only financial assistance available for persons in need was from county or township poor relief funds. Expenditures from these funds frequently were limited to provision of almshouse care for the aged and chronically ill, medical relief in emergencies, and meager outdoor relief for the completely destitute. Administration of poor relief was usually one of the multitudinous duties of the township supervisors, county commissioners, or town selectmen, according to the type of local government in effect in the particular region. There were few paid social workers in public welfare services outside of urban communities.

Some beginning had been made in taking special groups out from under the poor law in the various states, but this had not radically altered the rural situation. As early as 1911 Illinois had provided mothers' pensions,² and in subsequent years other states followed with legislation making available widows' or mothers' pensions. These were administered by the court, however, rather than by social workers. Most of the statutes were permissive rather than mandatory, the cost was usually borne by the local unit, and, therefore, there were many rural counties which made no such provision. In 1931 only 1,490 counties out of 2,723 which were authorized to provide such aid were doing so, and by 1934 there were

¹ Although the term "public welfare" has sometimes been used in a broad sense to include public health and education as well as such social services as are offered through public welfare agencies, it is used here to mean those social-work services which are tax supported and are provided as a governmental function (see Marietta Stevenson, *Public Welfare Administration* [New York: Macmillan, 1938], pp. 1-2).

Throughout this book the term "community" is used loosely. Inasmuch as the county has most frequently been chosen as the unit for public welfare administration, it naturally becomes in many instances also the unit for social planning. The term "community" has, therefore, sometimes been used for the local governmental unit, even though it is recognized that the county rarely constitutes a homogeneous social area. On the other hand, the use of the term "community" is sometimes limited to the small city, village, or open county neighborhood which constitutes the familiar milieu of a particular family. For a discussion of the problems of defining community or neighborhood see Walter A. Terpenning, *Village and Open-Country Neighborhoods* (New York: Century, 1931), pp. 45-47.

² Under a "funds-to-parents" act which was enacted June 5, 1911, as an amendment to section 7 of the Juvenile Court Law.

many less. Grants were low, and out of the 109,000 families receiving benefits in November, 1934, 51 per cent were living in cities with 50,000 population or more.³

In some states old age and blind pension laws had begun to remove these groups from the poor law, but these laws likewise had been almost inoperative in rural communities.

Prior to 1935 a few states had made a substantial beginning in the organization of permanent county welfare agencies with relatively broad jurisdictions, but in many instances the local units which had been organized were restricted to limited aspects of child care and many were without paid personnel.⁴

There was likewise a dearth of private social-work agencies in rural communities. In some states privately financed children's home and aid societies had been organized to place children for care outside of their own homes. The American Red Cross had organized many rural chapters, but the latter were often under volunteer chairmen with no paid staff. In some states the Salvation Army, the Y.M.C.A., and the Y.W.C.A. had penetrated into selected rural communities, but this was far from general.

For the most part, emergencies and extreme destitution not met from poor relief funds were dealt with by neighborly assistance, through church groups, or welfare committees of local civic organizations, but in most rural communities there were available no preventive or remedial social services such as had developed through social agencies in urban communities.

Although the agricultural depression had begun in the early 1920's and widespread poverty had existed in many agricultural and rural industrial sections for some years, it was not until during the next decade when the full impact of the industrial depression began to be felt that the public realized the fundamental weakness of the machinery for dealing with rural distress. Under a system that placed responsibility for relief on local units, it was inevitable that where the needs were greatest resources would be fewest. County and township relief funds were soon exhausted by the misery of 1929-31.

³ *Social Security in America* (Washington: Social Security Board, 1937), pp. 237-38. In this connection see also Grace Abbott "Recent Trends in Mothers' Aid," *Social Service Review*, VIII (June, 1934), 191-210.

⁴ For a discussion of local organization for public welfare in 1930, see White House Conference on Child Health and Protection, *Organization for the Care of Handicapped Children* (New York: Century Co., 1932), pp. 71-128.

A series of studies of conditions in sample areas of various states made by the United States Children's Bureau revealed the inadequacies of relief and the tremendous suffering, which in some areas amounted to starvation.⁵ The increasing pressure from stricken local communities for help from state governments in meeting relief needs began to yield results in 1931, when several states followed the lead of New York in making state appropriations for relief and in setting up state-wide administrative organizations.⁶

The Children's Bureau and the Association of Public Welfare Officials (now the American Public Welfare Association) furnished able leadership in the fight for federal aid. It was not, however, until July, 1932 (when the Reconstruction Finance Corporation⁷ was authorized to lend money for relief purposes to the states and their political subdivisions), that federal help was forthcoming. As there was no provision under this legislation for close federal supervision, or any requirement for state-wide distribution of funds, or for minimum standards of administration, there were many rural communities which did not benefit from these loans.⁸ Actually, it was not until the establishment of the Federal Emergency Relief Administration in May, 1933,⁹ and the beginning of grants-in-aid to the states that there was a general extension of federal aid to all rural areas.

The establishment of an emergency relief administration in every state meant that even in the most remotely isolated rural area (with but few exceptions) there were relatively adequate relief funds and workers whose responsibility it was to know what was happening to people in need. Something of the extent of the accumulated need is revealed by the figures on relief loads. It has been estimated that during the first nine months of 1932, the number of rural public poor-relief cases remained

⁵ Particularly the series of studies of coal-mining communities. See Grace Abbott, "Improvement in Rural Public Relief: The Lesson of the Coal-mining Communities," *Social Service Review*, VI (1932), 183-222; see also below, Bibliography, p. 554.

⁶ The story of the struggle for state and federal aid in the early years of the depression is told by Edith Abbott in *Public Assistance* (Chicago: University of Chicago Press, 1940) I, 509-32 and 645-90. See also Josephine Brown, *Public Relief, 1929-1939* (New York: Henry Holt & Co., 1940), chaps. iii and iv.

⁷ The Emergency Relief and Construction Act, signed July 21, 1932, chap. 520, 47 *U.S. Statutes at Large* 709 (72d Cong., 1st sess.).

⁸ Six states borrowed no money from the R.F.C. (see Abbott, *op. cit.*, p. 668).

⁹ By the Act approved May 12, 1933, chap. 30, 48 *U.S. Statutes at Large* 55 (73d Cong., 1st sess.).

fairly constant at approximately 100,000 or 1 per cent of the total rural population. After federal funds became available first through the R.F.C. and then through the F.E.R.A. the number increased with minor fluctuations until January, 1935, when almost two million families and single persons, or 16 per cent of the total rural families in the United States, were receiving relief. Inasmuch as there was a rapid turnover of case loads in rural areas, this number represented only a fraction of the total number of rural families who had received relief in the intervening period.¹⁰

Between 1933 and 1935 there was carried on under the F.E.R.A. a tremendous program of work and home relief which reached the rural community as well as the urban. Many special measures for the relief of the farmer also developed during this period which led gradually to the

¹⁰ A. R. Mangus, *Changing Aspects of Rural Relief* ("W.P.A. Research Monograph," XIV [Washington, D.C., 1938]), pp. xviii-xix. These figures are based on the definition of "rural" which was used by the U.S. Census in 1930. The Census Bureau classified as rural those persons living outside of cities and other incorporated places with 2,500 inhabitants or more, with the exception of certain New England states where the definition differed slightly.

It is unfortunate that there is no clear picture of trends in rural relief since 1935, because the load at that time became scattered among the Resettlement Administration (now the Farm Security Administration), the W.P.A., and the state and local authorities. Even since the social security assistance program got under way there has been no separate regular published reporting of case loads for rural areas.

The Social Security Board did publish a series of statistics based on 385 sample counties with cities of 25,000 population or smaller until June, 1939, when it was discontinued. In March, 1939, an estimated total of \$32,800,000 was expended in all rural and town areas in the United States. This sum included farm security subsistence payments, general relief, old age assistance, aid to dependent children, and aid to the blind. The last three categories accounted for 66 per cent of the total amount expended. When private assistance was added, the total was increased to an estimated \$32,900,000. It must be remembered that this series takes no account of earnings from employment with the W.P.A. or the C.C.C., and no estimates are available of the number of cases included in this total (Social Security Board, "Public Assistance Statistics for the United States," preprinted from the *Social Security Bulletin*, II, No. 6 [June 1939], 23-24).

Out of 108,337 families accepted for aid to dependent children in the states and territories with approved plans during the fiscal year 1938-39, 38.7 per cent lived in rural areas (i.e., open country or places of less than 2,500 population). Of this total, 18.2 per cent were rural farm families (Social Security Board, "Social Data on Recipients of Public Assistance" ["Bureau Memorandum," No. 42, unpublished], Part II, p. 35).

Out of 547,547 recipients of old age assistance accepted during the fiscal year, 1937-38, 52.5 per cent or more than half resided in rural areas (see *Social Security Bulletin*, II, No. 6 [June, 1939], 31).

establishment of separate agencies for meeting the needs of the farm group.¹¹

Out of the experience of the social service division of the F.E.R.A. came the conviction that the country could never again return to the old local poor relief system, even with the help of a federal work program for the able-bodied. Not only had it become clear that there was great financial distress in rural areas, but also that there was just as much need of professional services to deal with social problems in those regions as there was in urban communities, and that the only way in which an adequate stable framework for the administration of assistance and services could be created was through federal and state stimulation and financial participation.

The year 1935 was, therefore, in many ways an important point in the development of public welfare in rural communities, as it marked the liquidation of the F.E.R.A., the creation of the W.P.A., and the passage of the Social Security Act. As a result of the stimulation provided by this act public welfare departments have been organized or reorganized rapidly until there is now some state-wide welfare agency in every state. These agencies not only are administering or supervising the administration of various public assistance programs but in many areas offering additional social-work services through state staff or local units.

There has probably been no exact enumeration of the number of social workers employed in the public welfare departments in rural communities or of the number employed by other agencies.¹² In addition to those in the public assistance programs, however, many social workers have gone into rural communities under the provisions for Crippled Children's Services and Child Welfare Services of the Social Security Act.

Rural local government.—Organization for public welfare in rural communities cannot be viewed apart from local government¹³ because, notwithstanding the quantity of new legislation which has been written

¹¹ See below, Part III, p. 343, and Bibliography, p. 563.

¹² For a discussion of social work in public welfare see Brown, *op. cit.*, pp. 395-407; note estimate of total number of employees engaged in public assistance in 1939 (*ibid.*, p. 397). See also below, p. 528, footnote concerning social work in the Indian Service; and see below, p. 17, for the number of workers in child welfare.

¹³ This brief discussion of local government has been limited almost entirely to the county because more than three-fourths of the states have designated the county as the unit of public welfare administration for the new services (see Robert C. Lowe *State Public Welfare Legislation* ["W.P.A. Research Monograph," XX (Washington D.C., 1939)], Table 36).

during the last five years, in many states there has not been a complete break with the old poor relief principle of local responsibility, particularly in the field of public assistance and the services related to it. This has occurred notwithstanding the fact that experience in public welfare has shown that state assumption of responsibility for certain groups has always represented an advance in standards of care.¹⁴

It is fortunate indeed for the rural community that state financial participation and supervision by a central state agency were required by the Social Security Act, as even the minimum welfare services in many poor rural counties came about solely because of the requirements that state plans for public assistance must be mandatory in all political subdivisions of the state. Even in the social security program, however, there is wide variation in the extent of state financial participation and the quality of state supervision. In many areas the program remains largely subject to local support and control.¹⁵ This regression to a greater degree of local control of public assistance after 1935 came about in part because of criticism of the emergency relief program as a "bureaucratic" organization established without sufficient regard for local attitudes and patterns of organization. In large part, however, the return to local responsibility came about because control of funds and services follows financial responsibility. When the federal government withdrew from "this business of relief," the state legislators of many states with great alacrity returned the burden of financial support to the local unit upon which it had rested since Colonial times and which had proved inadequate to the task in the period of 1929-33.¹⁶ The vested interests among the local elective officials in many states have been active and vocal in keeping it there.¹⁷

Therefore, as the social worker takes her place in the official family of

¹⁴ S. P. Breckinridge, *Public Welfare Administration: Select Documents* (2d ed.; Chicago: University of Chicago Press, 1938), p. 628.

¹⁵ For a general discussion of the local unit of administration see *ibid.*, pp. 781-88; also Marietta Stevenson, *Public Welfare Administration* (New York: Macmillan Co., 1938), Part II, chap. iii. For state-by-state analysis of statutory provisions for local welfare units see Lowe, *op. cit.*

¹⁶ In New England states the local units of administration are in general the townships and municipalities; in Wisconsin, Michigan, Illinois, and Indiana the township to a large extent has retained or regained responsibility for general relief; while in most of the other states the predominant local unit is the county. Only a few states administer public assistance on a district plan, even when the law provides for such an option.

¹⁷ Particularly the associations of township officials and county commissioners' organizations.

the rural county courthouse or town hall she finds her service inevitably defined and bounded by the general framework of county or township government and by the more specific framework of her own administrative organization for welfare services.

The story of the lag of local government behind modern concepts of sound organization is outside the scope of this brief discussion.¹⁸ The problem of inefficient and ill-organized local government is not a rural problem alone, but resistance to change has been stronger in rural areas and reform, therefore, more difficult to attain.

The multiplicity of small local units in many states, the variation in their taxable resources, population, geographic area, and their differing social conditions and needs make them unsuitable units in many instances to assume responsibility for welfare administration. Even the county, which is considered the smallest possible area for efficient administration of rural services, is often too small and too poor to support adequately its traditional functions, and it, therefore, cannot be expected to support new services.

Other weaknesses in local government grow out of the constitutional or statutory provision for too many elective officials, the lack of correlation of functions, and the absence of any chief executive with authority to departmentalize the work of the county government.

The central administrative authority is the county governing board, which may range from the three-man commissioner type to a board of fifty or more justices of the peace, township supervisors, or other elective representatives. Qualifications for board membership other than residence are almost nonexistent; compensation for services is low; members must stand for re-election frequently; and their duties are multitudinous. As a result the men attracted to the boards only occasionally are qualified to give real leadership in county affairs.

Recognizing the great difficulty in achieving any substantial reform in local government, the forward-looking movements in public welfare have been in the direction of correcting in so far as possible the differences and inequalities between counties by such measures as the following: The assumption by the state of full responsibility for the care of certain classes who require expensive and long-time care (such as the mentally ill, the tuberculous, and certain groups of handicapped children); the assumption of direct responsibility by the state for financing and administration of home assistance programs to selected groups such as the aged, the blind, or dependent children in their own homes; combina-

¹⁸ See list of authorities on local government, below, Bibliography, pp. 549-50.

tions of counties into districts for purposes of operating welfare institutions (almshouses, sanitoriums, or hospitals) or for administration of public assistance or child welfare programs;¹⁹ and finally grants-in-aid (based on need rather than matching provisions) to the separate local units for financing the basic welfare program or for services to special groups, with state supervision of the services performed.²⁰

Local units for public welfare.—Of course, it is not desirable to superimpose upon the rural community a pattern of public welfare organization foreign to it or one which violates natural social organization. Hence, the United States Children's Bureau has long advocated the board form of local organization as one way of achieving community understanding and leadership in the development of local services.²¹ In the creation of local departments, however, under the new legislation the provision for local boards in but few states has been one which would insure nonpartisan citizen boards selected on the basis of qualifications for leadership in public welfare. On the contrary, there has tended to be a close co-ordination of the board with the dominant faction in local politics. In some states the members of the county governing board have become ex officio members of the local board of public welfare; in others they merely have representation on it, while in others they may nominate or appoint the members.²² Even in those states where the local welfare board is completely separate from the county governing board, the local welfare agency is usually dependent on the latter board for varying degrees of financial support and co-operation.

There has been great variation in the functions assigned to local welfare departments. In general, responsibility for the administration of the new assistance programs—Old Age Assistance, Aid to Dependent Children, and Aid to the Blind—has been placed under a county director or commissioner of public welfare with paid staff. The extent to which other public welfare functions have been centralized in the paid staff of the welfare departments varies considerably in different states and between counties of the same state. To the responsibility for the public assist-

¹⁹ This device has been used particularly successfully in Child Welfare Services and also in the field of public health.

²⁰ For a discussion of the difficult question of local-state relationships see Breckinridge, *op. cit.*, Part IV, sec. 1.

²¹ See *ibid.*, p. 781. See also below, Bibliography, p. 550.

²² For a state-by-state description of the form and functions of local organizations see Marietta Stevenson and Alice MacDonald, *State and Local Public Welfare Agencies* (Chicago: American Public Welfare Association, 1939). See also Lowe, *op. cit.*, p. 226.

ances is frequently added the administration of whatever local and state funds may be available for general relief, the responsibility for distribution of surplus commodities and for making investigations and certifications of eligibility to such assistance programs as the Work Projects Administration, National Youth Administration, Civilian Conservation Corps, and, in a few states, to the Farm Security Administration. In some states a program of medical care and provision for burials are also handled by the local welfare department staff.

The extent to which local welfare departments are charged with responsibility for special services to children depends on the legislation of the particular state and on special agreements worked out locally between the juvenile court or the local educational authorities and the welfare department. The statutes creating the public welfare departments in many states have specifically enumerated services to delinquent, dependent, neglected, and handicapped children as a function of the local units. In at least five the law mentions that the county welfare department may serve as a probation officer if designated by the court, and in one state (Virginia) this responsibility is mandatory. In North Carolina the local welfare departments are legally charged with responsibility for furthering recreational developments. In others this may be implied under their broad responsibilities for child welfare.

Where local demonstration units have been developed with federal funds for Child Welfare Services, the worker is usually attached to the local welfare department, where one exists, and is under the administrative direction of the executive head of that department, even though the case supervisory function for this service may be performed by a member of the state child welfare staff.

In some states responsibility for handling intake to the local almshouse, infirmary, and home for dependent children, if such exists, has also been assigned to the staff of the local welfare department. In many states, however, complete control over local institutions and the actual administration of all assistance not coming under the social security program has been retained as a function of traditional "overseers of the poor" (such as the township supervisors or county commissioners or their appointees).

Inasmuch as the federal government makes no provision for assistance to the states with general relief funds, a large group of persons in need who are not eligible either to public assistance under the Social Security Act or to Farm Security Administration assistance and who are not provided for through the W.P.A. must look to whatever local and state funds are

made available for general relief purposes.²³ In many communities these are markedly inadequate.²⁴ Such general relief as is available is frequently restricted to persons having legal settlement in the particular state and local unit. There are, therefore, many migratory farm laborers and other nonsettled persons in rural communities for whom no relief is available.

Even in those states where a number of assistance and service programs have been placed within one local department many other local governmental departments and officials still carry extensive responsibility for public welfare functions. A brief review of some of these other agencies which are discharging welfare responsibilities follows:

The juvenile court.—Since 1899, when the first juvenile court was established in Cook County, Illinois, forty-six states, Alaska, the District of Columbia, the Philippine Islands, and Puerto Rico by 1939 had either created separate courts for the juvenile offender or had provided specialized jurisdictions and procedures for these cases in courts already established.²⁵ An examination of legislation in this field reveals, however, that the courts which are completely separate from courts of general jurisdiction are almost entirely in urban communities and that in most rural communities the hearing of juvenile cases is but one of the duties of the judge of the county, probate, circuit, or district court.²⁶

In a number of states the judges of the courts having juvenile jurisdiction are not required to be attorneys, and in almost none is there any real statutory guaranty either of legal skill or of a social point of view. Requirements for the office are sometimes even lower for the small counties of a state than for the counties with greater population.

Yet to these courts are intrusted important judicial and administrative responsibilities which vitally affect the quality of the social-work services of the county. In the juvenile courts of all but four states and territories

²³ According to Lowe (*op. cit.*, p. 29) approximately two-thirds of the states provide some state funds for general relief.

²⁴ The average monthly grant of general relief per family in eleven states in September, 1940, was less than \$10 and the average monthly grant for the thirty-nine states reporting was only \$23.68 (see Social Security Board, *Public Assistance Statistics for the United States, September, 1940*, Table 6, p. 10). Averages for rural communities would probably be lower than averages for the state as a whole.

²⁵ Gilbert Cosulich, *Juvenile Court Laws of the United States* (New York: National Probation Association, 1939), pp. 7-8.

²⁶ In Connecticut and Vermont, the justices of the peace and the municipal courts have jurisdiction (*ibid.*, pp. 14-20).

is placed responsibility for cases of neglected and dependent children. Only Massachusetts and New York by statute have placed dependent children under administrative agencies.²⁷ In addition to its responsibility for the care of dependent and neglected children the juvenile court in many states has jurisdiction over adults contributing to delinquency, and in thirty-five states it may order parents and other legally responsible relatives to contribute to the support of children under jurisdiction of the court.

The administration of mothers' pensions has been the traditional responsibility of the judge of the court having jurisdiction over juveniles. In some states the judges in part of the counties continue to administer a pension fund even where the welfare department now has funds for aid to dependent children.²⁸ In a few counties in Wisconsin the judge is the administrator of Aid to Dependent Children and other public assistances.²⁹ In Tennessee he must countersign all recommendations for grants of social security assistance. In some states the judge who has juvenile jurisdiction is also a member of the county governing board and not infrequently acts as chairman.

Other functions of the juvenile court in some states which bring it into close touch with the welfare department are: the appointment of legal guardians, commitments to various state institutions, adoptions, hospitalization of crippled children and sometimes of adults, the control of funds for medical treatment, and the control of boarding-funds for children.

The judge of the juvenile court, by virtue of the prestige of his position in the rural community as well as his authority, is able to be of great assistance to the local welfare department. Abundant evidence of co-operation with the juvenile court is found in reading rural records.³⁰ He is frequently a leader in shaping public opinion toward new services, particularly in the field of child welfare.

Other courts.—The rural worker also uses and serves to some extent the

²⁷ *Ibid.*, p. 42. For a discussion of the question of the responsibilities and limitations of the juvenile court as an agency for social treatment see Grace Abbott, *The Child and the State* (Chicago: University of Chicago Press, 1938), II, 330-40.

²⁸ For an example of the transition from mothers' pensions under the court to Aid to Dependent Children under Social Security, see the record of Hattie Kennedy, p. 249.

²⁹ See Marjorie Evans record, p. 221.

³⁰ See, for example, below the first eight records in Part II and in Part III, Joel Lawson, David Reed, Novella Webb, Luther Bock, Orion Keyes, and Dora Martin records. See also the Grady County record.

court having jurisdiction over divorce and custody of the children involved and over cases of desertion and nonsupport because of the legal-social problems with which they deal and also has occasional contact with the criminal court.

Probation officers.—In some jurisdictions provision has been made for the appointment of probation officers to serve the court even in rural counties. Unfortunately, in many places, standards for selection of such persons have been low, and appointments made on a political basis. In relatively few is a high quality of service available. Where there are probation officers, there is need, of course, for the social worker in the county welfare department to work closely with them, and questions inevitably arise which require conferences to avoid duplication. In Utah, where the unit for administration of juvenile court services is the state, under which the actual service is divided into districts, a plan has been worked out by which the court refers to the county welfare departments all problems of dependence and neglect retaining only the delinquency cases.³¹ In areas where there is no probation service the court is turning increasingly to the county welfare staff for help with various types of cases.³² In some states child welfare workers have succeeded in demonstrating the value of case-work services to children known to the court, so that the court has been willing to employ its own qualified probation officers.

The prosecuting attorney assumes importance by virtue of his relationship to cases involving desertion and nonsupport, rape, incest, bastardy, and fraud. In counties where juvenile court jurisdiction belongs to a circuit or district court, so that the judge is not present in the county continuously, the prosecuting attorney often handles many minor complaints in his absence. He is also used for important opinions concerning legal settlement for purposes of poor relief.

Even the sheriff and constable frequently are used by the community to admonish children whose behavior deviates from acceptable standards. They are not only sources of referral to the courts, but are increasingly important sources of referral to child welfare workers. Also through the serving of notices and the transportation of persons to state institutions they often become interested in families known to the social worker.

The educational authorities are primarily responsible for truancy and nonattendance, but in many rural communities they have also under-

³¹ B. H. Robinson "Probation on the Frontier," in *The Offender in the Community* (New York: National Probation Association, 1938), p. 157.

³² Note the comment following the Andrews record, p. 220.

taken school lunch programs and distribution of clothing and glasses to school children.³³

Other local officials.—Not only do certain definite welfare functions remain legally in the hands of other officials, as, for example, the actual administration of poor relief funds by overseers of the poor, but many of them are ex officio members of the local welfare board, which in some jurisdictions is an administrative or a quasi-administrative board. Even where this is not true, the elected official such as township trustee, town selectman, or county commissioner is still associated in the public mind with the "care of the poor" and is the recipient of many individual complaints against the welfare department.

There are also other local officials whose own job may relate more or less remotely to the welfare field but who because they are public officials have been called upon in the past by the community for the performance of functions which now come under the jurisdiction of the public welfare staff. They may find it difficult to relinquish such responsibilities to the new social worker.

Rural records reveal many illustrations of the helpfulness of local officials not only in furnishing information to the social worker but in carrying out treatment plans. Doubtless a centralization of funds and responsibility in the staff of the welfare department and less necessity to work through other officials often would expedite plans and make for greater efficiency. At the present stage of development in many rural communities this is not possible. The worker, therefore, needs to accept the situation for the time being, bearing in mind the traditional roles in rural community life which these officials have held and remembering that many of them have been accustomed to much unofficial responsibility which their office would not imply in an urban community.³⁴

In addition to the public officials who are discharging welfare functions, there are still many civic, social, and religious organizations in rural communities which have retained responsibility for meeting special needs not assigned to the public agency, and neighborly assistance in times of distress still persists as a pattern in the rural community to a greater extent than in the urban community.³⁵

³³ For a discussion of the social worker in relation to the rural school see pp. 321-25, below.

³⁴ For the participation of such local officials as the township supervisor, the town marshal, the deputy sheriff, prosecuting attorney, county policeman, county doctor, village mayor and council as well as board members, see David Reed, p. 403, the Bock Family, p. 377, Joel Lawson, p. 356, Stella Krupa, p. 164, Earl Andrews, p. 185, Delia Hanson, p. 132, Hattie Kennedy, p. 249, and Marjorie Evans, p. 221.

³⁵ For a further discussion of rural social organization see below, Part III, pp. 315-47.

The legal and administrative framework of welfare services in the rural community presents, therefore, in most places, a somewhat confused picture, in which the community has begun to place in the public welfare agency—state or local—certain responsibilities but has far from reached the point where all public assistances and services are considered to require either professional personnel or centralization. The case worker in the public assistances is sometimes troubled because the community does not see the need of any service beyond the establishment of eligibility and administration of the assistance grant and does not recognize in these the need for professional skill. On the other hand, the child welfare worker sometimes feels that in the absence of something tangible to offer (as, for example, financial assistance), it is difficult to get the community to see the need for case-work services. It is important to remember that these local attitudes toward the new services grow in part out of the pattern of rural social organization in which, as in most aspects of culture, there is a lag behind the urban community, but also they are in part the natural concomitants of a pioneer service in any community.

The rural worker must always approach his task in the light of a knowledge of the particular statutory and administrative setting in which he is to work and of the community's attitude toward the services he represents. This is, of course, also true in urban communities. The difference as far as the rural worker is concerned seems to lie in the more recent transfer of direct responsibilities to a paid staff from the local county officials, who have been the traditional overseers of the poor, and in the degree to which these and other officials as well as lay members of the community still participate in the actual administration of assistance and case-work services. Many rural workers believe that they are much closer to the actual machinery of local government and must work more closely with a wider variety of local officials than the case worker in a large urban agency, where the supervisory and administrative staff constitute a liaison between the workers and the public officials and where the responsibility of the paid staff for actual administration and service may be more clear cut.

In order to function successfully the worker must make her work acceptable to the community. In the rural community perhaps even more than elsewhere this implies that the worker must also be personally acceptable to members of the community and, therefore, cannot be too different in appearance, conduct, or tastes. She must certainly be able to understand and work well with the official group in the courthouse and must be able to relate herself and her service to already existing welfare programs.

COMMUNITY RECORDS

Introductory note.—There is, of course, wide variation in types of rural communities and in their readiness for, and attitudes toward, case-work services, as well as variations in area, population, and taxable resources.

Into these diverse rural communities the new public assistances had to make their entrance almost overnight, their way paved only by a brief two years of large-scale public relief. Workers in these programs in many instances have had to become acquainted with the community after the program was under way, and in some instances the pattern of organization has broken almost completely with traditional methods of assistance. This is particularly true in states where public assistance is administered by the state and financed entirely by the state and federal governments.

On the other hand, some of the newer rural services such as Child Welfare Services¹ have been fortunate in being able (prior to beginning their work) to obtain a more adequate knowledge of the communities into which they have gone. Freed from the pressures which surround a large-scale assistance program involving the expenditure of huge sums of money, the child welfare staff has been able to experiment with methods of community study. The careful selectivity of local areas exercised in this program has, of course, in part arisen from the limitations of funds available and from the shortage of qualified personnel. These factors are not without their compensatory aspect, inasmuch as there has been an opportunity for a slower and sounder exploration of the needs of the community and the relationship of the proposed new services to existing services as well as the opportunity to develop more carefully community understanding and support. On June 20, 1939, there were but 459 workers under Child Welfare Services giving intensive case-work service in 478 local rural areas (out of the more than 3,000 counties in the United States not to mention the territories). There were 690 additional counties receiving some scattered service by 53 child welfare workers, who covered territories much larger than a single county.²

Members of the child welfare staff often have not found it possible to make an exhaustive study of the organization of each local community. Therefore, they have effected in some instances a combination of some of the methods of scientific research with the case worker's skill in the individual interview, thus obtaining a quick appraisal of a particular community situation with a view to ascertaining the needs and attitudes of the community in relation to the establishment of special services to children. They have also been faced with the

¹ Social Security Act, Title V, Part 3.

² Social Security Board, *Fourth Annual Report, 1938-39*, p. 160.

problem of working out a plan for recording which would make possible the transmission from one worker to another of significant information concerning continuing developments in community organization.

The two community records which follow are presented as illustrative of the approach of two different state agencies to a particular rural community within each state.

"Clinton" County is one of eight or ten rural counties in a middle western state that have been selected for Child Welfare Services on a demonstration basis. Prior to the passage of the Federal Social Security Act in 1935, there had been no provision in that state for public services to children other than institutional care. At the time this record was written, in addition to the workers assigned to local demonstration units there were three consultants and a supervisor of the Child Welfare Division on the staff of the State Welfare Department. The portion of the record published here includes the report of a child welfare consultant covering visits made by her to Clinton County, preliminary to establishment of a demonstration unit and the narrative reports of the child welfare worker during the first four months the unit was in operation.

"Grady" County is located in a south central state in which a plan for Child Welfare Services under the Social Security Act was first inaugurated in April, 1936. By the end of 1939 nine local child welfare units had been developed in judicial circuits with a worker giving full time in from two to four counties of the circuit. "Grady" and "Douglas" counties now constitute one of these units. The worker's duties include not only general case-work services to children but assisting the courts in planning for homeless, neglected, and predelinquent children and serving community groups in the development of a program of child welfare.

In addition to the services offered by local workers, limited child welfare services are available to the remainder of the state through several district consultants, who have districts averaging twenty-two counties each.

It is significant in considering this record that at the time plans were undertaken for establishing a child welfare unit in Grady County, there was no local department of public welfare. Prior to July, 1937, the state child welfare program was carried on by a separate state child welfare bureau, while general relief and old age assistance were handled by two separate state commissions, each with their own staffs of local workers. In 1937 new legislation brought these various programs together into one department.

Neither of the records presented here is a "community organization" record in the broad sense of that term, but they are rather records of the establishment of a specialized case-work service and the community activities of a "special interest" group.³ Both states have remained anonymous for obvious reasons.

³ See Dwight Sanderson and Robert A. Polson, *Rural Community Organization* (New York: John Wiley & Sons, 1939), pp. 171-85, for a discussion of community organization methods of other special-interest groups in rural communities.

It is hoped that these two records will be useful in revealing some of the economic and cultural factors which play a part in shaping the administrative framework for, and the character of, rural public welfare services, and will illustrate the close relationship between local government and public welfare as well as to reveal the importance to the case worker of an understanding of the community.

They also suggest the need for the rural worker to have a well-balanced combination of knowledge and skills of case work, group work, community organization and administration. It is therefore hoped that discussion of the records may be used to help the student relate to the rural setting the knowledge that he has acquired from various basic courses in the curriculum.

1. Clinton County

REPORT ON CLINTON COUNTY BY CHILD WELFARE SERVICES CONSULTANT

County Seat—Dover

Total population of county—38,000

Area of county—4,000,000 acres

July 13, 1938.—Field Representative¹ gave his approval of a visit to the county to explain types of service available through our division for the coming year. Field Representative is new in this district, but from his discussion with the previous field representative he believes Clinton County to be interested in securing a child welfare worker to help them with their numerous children's problems. Field Representative had tentatively discussed this possibility with them, and they had asked him to give them more information when the 1938-39 plans for the child welfare division were completed.

July 19, 1938.—In county welfare office in Dover. Interviewed County Director and Case Supervisor regarding possibility of a child welfare worker in county.

Description of county.—The county was established in 1867 after neutral land had been secured from the Indians in 1866. The county was rapidly settled, and by 1870 had sufficient population to be considered "settled" and no longer a pioneer community.

The present population figures for the principal city and villages in the county are as follows:

Franklin.....	17,200
Dover (county seat).....	2,302
Prairieville.....	1,915
Sun City.....	1,500

Of the total population of the county, 63 per cent are classified as rural, with 13,408 farm families averaging 3.7 persons per family. Of the population on farms, 72 per cent were native whites of native parentage, while 19 per cent were of foreign-born parentage. Approximately one-third of the foreign-born population came from France and Italy, 20 per cent from Germany and near-by countries, 19 per cent from Russia,

¹ This refers to the field representative of the Public Assistance Division of the State Department of Public Welfare.

Poland, and Yugoslavia, and 16 per cent from countries of the British Empire. Of the total population, 87 per cent were native whites, 10 per cent foreign-born whites, 2 per cent Negroes.

In 1900 there were extensive strikes in the mines, and colored workers were brought in at this time to replace strikers, which accounts for the colored population in the county. In 1920, during the railroad strike, poor whites from the South came in to replace strikers and brought with them their lower standards of living. There has been continuous labor struggle in this county.

Occupations.—Coal-mining and agriculture are the chief occupations. The best farm land is in the northwestern part of the county, and these farms are sufficiently self-supporting to make a noticeable decrease of applications for assistance from this area. The average size of the farms is 117 acres per farm; and in 1935, 40 per cent of these farms were operated by their owners, 41 per cent by tenants, and 19 per cent by part-owners. Livestock occupies an important place in the agriculture of the county. Most of the soils are adapted to the production of grasses for pasture purposes. Crop adaptation is fairly wide if good soil-management methods are used.

The mining district, which was in the flower of its development in the 1880's, is in a triangular shape. The hypotenuse is east of Dover and the apex is in the northeast corner with mining extending down into Rogers County on the southern border of Clinton. Franklin, located about 5 miles from one state line and 23 miles from another state line, is the commercial and freight center for this mining area. Clinton County coal fields produce 90 per cent of the coal mined in the state. The wholesale estimate of the production value of this area has been placed at approximately \$10,000,000. Strip mining has replaced deep-shaft mining. Large electric shovels remove the overburden of soil from the vein of coal, and the largest of these can go to a depth of 90 feet. With this type of mining in which one shovel removes 30 yards of dirt with each bite, one shovel manned by twenty-five miners can produce as much coal in a day as five hundred miners in a deep-shaft mine. Coal operators are completing their work in the deep-shaft mines which they have already opened but are not sinking others.

Strip-mine operations leave the land useless for agriculture, as continuous sequences of hills and gullies are the result of the excavation process. Coal companies continue to hold this land at an assessed valuation of approximately \$5.00 an acre, for in the distant future it might be profitable to mine for the deeper coal in the veins of this territory. Ob-

viously, land at such a low value yields extremely low tax returns for the county.

There has been a labor-management conflict in the county for years. There are now two rival unions—the Progressive Miners, an American Federation of Labor affiliate, and the United Miners of America, a Congress of Industrial Organization affiliate—fighting each other for control of labor. Industrial management is said to avoid establishing new industries here because of labor problems in the county.

As the territory surrounding Franklin is favored with several natural resources in addition to coal, important industrial developments have been built around each of these. Railroad facilities are good, and there are four railroads with one main line running north and south, and the east and west traffic is served by branch lines.

An illegitimate type of occupation in the form of bootlegging of liquor is said to be followed by some of the people along the eastern border of the county, with the center for this activity in Prairieville.

Service agencies.—Franklin, in addition to a state college, has several agencies offering various social services. Each year the Y.M.C.A. has a successful drive for around \$2,500. They have a large, adequate building, which houses recreational and educational activities for boys. It is 75 per cent self-supporting, but membership fees for underprivileged boys are waived. The president of the Y.M.C.A. is also president of the county chapter of the Red Cross.

The Salvation Army, with a total contribution of around \$5,000 a year, is responsible for meals and lodging for transients referred by the County Welfare Department. (The county welfare office checks the investigation of transients who have residence in other states and takes the responsibility for arrangements for their transportation back to their points of residence.) The executive officer of the Salvation Army is leaving, and his successor is not known. He served as truant officer for the city of Franklin, probably without salary. It is not known if the new officer will do truant work for the city.

The local Elks Club has been responsible in the past for providing shoes for school children.

The executive secretary of the county chapter of the American Red Cross is Mrs. Anderson. In 1934-36 she was on the case-work staff of the American Red Cross in Clinton County, and since the staff was reduced to one full-time worker in 1936 she has been executive secretary. It is interesting historically to know that in 1932 the American Red Cross raised \$22,000 from private funds for emergency relief administered by them in co-operation with the county commissioners. Some of this fund

remained when emergency relief was taken over by the E.R.A. in 1933. The Red Cross has used this money for charity work since that date, and the funds are now almost exhausted. In addition to this, they have raised around \$6,000 a year on their roll call. Mrs. Anderson says that most of this money comes from the working and middle class and that there is no tradition of social service among the wealthy class in Franklin, as in some communities. The chapter also administers a \$200-a-month fund appropriated from tax funds by the city council to the Franklin Provident Society, which allocates it to the Red Cross for administration. This society was formerly a family welfare association, and still has elected officers but no function except receiving money, as noted. The chapter has a twofold program: service to veterans' compensation cases and the promotion of a child health program, involving remedial work for children as recommended by local physicians. Because of the money that they receive from the city of Franklin, they have additional obligations within that city, chiefly for medical care, glasses, tonsillectomies, and general case-work responsibilities for a few families referred to them by city officials and interested individuals. The chapter tries to use its money for services which cannot be legally supplied by the County Welfare Department.

Dover agencies.—A certain sum (amount unknown) is raised from private sources in this city and dispensed by volunteers. They spend their funds for medical service in cases where the county cannot provide this, and they authorize milk in certain cases of tuberculosis. Volunteer workers consult with the county welfare office on most cases to avoid duplication. The president of this group is also active in the Red Cross.

Health service.—There are three private hospitals in the county with which the County Welfare Department has contracts for hospital care for their clients. Medical care for the indigent is provided by private physicians on a fee basis. There is a full-time city health officer in Franklin, who carries out the regular duties of his office. There is a full-time county health officer for the area outside of Franklin. Last year he carried on an immunization program in all the county schools at the request of the school officials. This type of program was opposed by the Franklin physicians and therefore is not available for the school children in that city.

Nursing service.—There was one registered nurse on W.P.A. who gave bedside nursing care on call of any doctor and who investigated the health of county school children. The eligibility requirements of this type of project have changed during the last year, and there is no possibility of replacing this nurse or adding others, as relief status is made a requirement for assignment and there are no nurses in the county in need of public assistance.

Medical costs.—The county spent \$1,815 in June for fees to doctors and \$2,245 for other medical care in addition to that necessary for budgeted medical needs. The high cost of medical care in this county is attributed, in part, by the county director and case supervisor to the increasing health problems growing out of several years of poverty and subsequent neglect of health. The prevalence of venereal disease was stressed by the county director, by the Red Cross secretary, and in field representatives' reports.

W.P.A.—In addition to the nursing service mentioned, there is an extensive household-aid program, sponsored by the W.P.A., and a nursery school in Prairieville. There have been 2,412 persons assigned to work projects from the county (June statistics), and 200 remain unassigned. The county has reached the statutory limit of funds which can be provided through bonds for participation with the federal government in W.P.A. projects. They are spending about \$14,000 a month as their share at present.

Administration of county welfare department.—The main office is located on the first floor of the well-constructed courthouse in Dover. The welfare office appeared to be arranged in a convenient, orderly fashion. The case-work department is in one medium-sized room, with what appeared to be adequate desk space. There are three rooms for interviewing and intake. A stenographic department adjoins the case-work department, with the supervisor of business and finance and his staff on another floor of the courthouse.

A district office is maintained in Franklin. Mr. Martin is the assistant case-work supervisor in Franklin and has in his office five home visitors. Four additional home visitors were recently added to the total staff of eleven workers. This will relieve some of the pressure of work on the home visitors, but they will still carry a case load of around two hundred cases each.

The county director and case supervisor commented on the co-operation of the County Welfare Board² and its members' keen sense of social responsibility. Field representatives in their reports have made the same observation of this board. Mr. Rose, chairman, was formerly president of the Franklin School Board.

Financial situation.—According to Mr. Lane, Department of Research and Statistics (state office), the public-assistance budget of this county for 1939 calls for three times the amount that can be raised through bonds and tax levies within the statutory limitations. The county is participating in the state equalization fund. It will be noted from the following

²The county welfare boards in this state are made up of the county commissioners.

statistics that the estimated budget for 1939 for this county is twice that of 1938 and that the county, with a grand total of \$594,000 of public-assistance and work-relief bonds issued for 1935-37, inclusive, had to issue \$132,000 worth of bonds in the period between January 1, 1938, and May 1, 1938, showing the rapidly mounting relief costs in this county. By June 30, 1938, or during the first half of the fiscal year, the county had expended 72 per cent of its estimated budget for 1938.

1. Public-assistance and work-relief bonds issued January 1—May 1, 1938:

Public assistance.....	\$ 66,000
Work relief.....	66,000
Total.....	<u>\$132,000</u>

2. Public-assistance and work-relief bonds issued 1935-37, inclusive:

	1937	1936	1935	Total
Public assistance.....	\$145,000	\$ 75,000	\$ 90,000	\$310,000
Work relief.....	107,500	109,000	68,000	<u>284,500</u>
Grand total.....				<u>\$594,500</u>

3. Statement of revenue available for welfare purposes in 1938:

Unobligated balance on hand beginning of budget year..	\$ 5,452.33
Collection of delinquent taxes.....	2,500.00
Current tax collections.....	28,078.57
Cigarette tax collections.....	2,000.00
Sales tax refund.....	26,140.24
Miscellaneous income.....	600.00
Bonds issued within budget year.....	<u>79,000.00</u>
Total.....	<u>\$143,771.14</u>

4. Average grant

a) Amount of grant	State	County
A.D.C. (per child).....	\$11.87	\$11.31
General assistance.....	13.86	11.59
b) Number receiving grant		
Number of families.....	139	
Number of children.....	291	
5. N.Y.A. (work project) May statistics.....	214	
6. F.S.A.	76	

The case supervisor estimated that they had an unduplicated case count of between 1,600 and 1,800. Fifty per cent of this case load is handled in the Dover office, and around 50 per cent in the Franklin district office, which includes the city of Franklin and Franklin Township.

Because of its limited funds, the county has been able to give only 60 per cent of the budgetary deficiency in aid to dependent children cases, 75 per cent in old age assistance, and 50 per cent of the food budget in the general assistance cases. In addition, the clients receive clothing and food commodities, and medical service in the general assistance cases. Medical service is part of the budget in the categorical cases.

Child welfare statistics:

1. Number in children's institutions—July 1, 1938:

State Training School for the Feeble-minded	47
State Orphans' Home	1
Boys' Industrial School	1
Girls' Industrial School	0
Total	49

2. Juvenile court statistics—July 1, 1936—July 1, 1937:

a) Delinquent

Cases tried	6
Paroled	3
Sentenced	3
Otherwise disposed of	0

b) Dependent

Cases tried	0
Sent to State Orphanage	0
Sent to private institutions	0
Placed in family homes	0
Total	12

3. County jail statistics—July 1, 1936—July 1, 1937:

Boys under 16 years	3
Girls under 18 years	0
Total	3

4. County superintendent's report of defective children—July 1, 1936—July 1, 1937:

Deaf	1
Blind	1
Crippled	5
Feeble-minded	3
Hard of hearing	0
Markedly defective in sight	0
Defective in speech	0
Total	10

Juvenile court.—Samuel R. Peck, probate judge, interviewed in his court with County Director and Case Supervisor present. The judge has been in office eighteen years and has no political opposition. He is a former president of the State Association of Probate Judges and still takes an active interest in this organization.

Judge Peck estimated that he has from six to twelve juvenile cases per year. He feels that his primary responsibility is the probate work of his court, which takes most of his time. He has a strong conviction that not many children's cases should be handled through the courts. He said he thought many juvenile cases "might be dug up," but he did not think this advisable. He said that certain officials had, in the past, asked for too many hearings on children's cases, and he had discouraged them on their referrals. He has been asked to hold juvenile court occasionally in the city of Franklin but is not inclined to do so, as he thinks it is possible for children and witnesses to come to Dover from that city. He believes that the police take care of most of the juvenile problems in Franklin through warning children and parents when there is any misconduct. He discussed intelligently the use of the detention home in larger counties, with its attendant expense, and expressed himself in favor of temporary boarding-homes for children who could not be returned to their own homes pending a hearing. He had never heard of the child welfare program and, after it was outlined to him, did not express any great enthusiasm or make any association between it and his work but made the blanket statement that he would co-operate in any way he could. The county office had received his co-operation in problem cases and in giving information to their office. He had recently asked the case-work department to approve a home in which he planned to place a child.

The county attorney was met casually in the halls. He saw the problems of the young delinquents in this community as growing out of poor parental management and frustrations involved in lack of employment and in the prevalence of poverty. He estimated the average age of the criminal offender in this county as around seventeen years and most of them under twenty-five years.

County Superintendent of Schools Thomas Henderson was seen in his office in the courthouse with County Director and Case Supervisor present. He saw the health needs of the school children as most important. He feels keenly the need for a public-school nurse. He spoke of the health examination of the county school children in 1929 by Dr. Matson of the State Board of Health, under the auspices of the Sarah Carson Fund for Tuberculosis, and regretted that no follow-up on this had been done. The parents took care of some of the remedial work recommended,

but in his opinion the medical examination and diagnosis were fruitless in many cases.

He considered the truancy problems to be adequately cared for by the county attendance officer and spoke with pride of the record of only six or seven cases of truancy during the last year. In most instances, he thought absence from school was because of lack of clothing and praised the county board for the fine co-operation they gave the attendance officer in securing the necessary shoes and clothing. When questioned by us, he dwelt briefly on the problem of the backward child in school, speaking of the school's attempt to individualize its problem and to provide courses which would better prepare children for life in terms of the child's ability. There is no regular psychological service available in the school system, although an occasional case can be taken to the psychological department of the college at Franklin for diagnosis.

He emphasized the need for additional vocational training for young people of fifteen and sixteen years who are out of school and unable to find work and who are not yet eligible for any of the programs for youth. He feels that behavior problems in this group of young people grow out of their lack of occupation and recreation. His solution is to prolong school training with emphasis on vocational education.

He asked if the child welfare worker would replace the truant officer and hoped that this would not be so. He was assured that our work would be to extend and strengthen, and not to supplant, services already available to the children in the community. He offered his co-operation with the program on this basis.

SUMMARY OF CHILD WELFARE PROBLEMS AS SEEN BY COUNTY LEADERS

The county director and the case supervisor stressed the following:

Health problems.—Need for prevention in this field to reduce further economic loss through ill health. The tuberculosis association, in one study, found four hundred children with positive tubercular reaction. There are severe cases of malnutrition in the children of relief clients. One baby with rickets was in the hospital six months. Another was hospitalized nine months because of complications growing out of its malnutrition. It is recognized that a child welfare worker could only lend her weight in the attack on these major problems of health growing out of poverty. She could be of specific service in selecting and supervising convalescent homes for children who could not be released from the hospital because they would not receive proper nursing care at home due to the inadequacy of the parents.

Boarding-home care.—This county has several children placed in boarding-homes outside of the county and other cases where it is thought that this care

is indicated. The home visitors do not have time or necessary training to enable them to select proper foster-homes and supervise these. The child welfare worker could be of service in developing a group of boarding-homes for use by the county. The county board is anxious to have money for boarding-home care spent in the county.

Unmarried mother.—This is another problem with which they thought a child welfare worker could assist.

Broken homes.—This phase of the welfare work requires closer supervision than can be given by the overburdened home visitors.

Out-of-school youth.—Boys and girls fifteen or sixteen years old who have no occupational or recreational outlets are drifting into delinquency.

The assistant case supervisor, Mr. Martin, was seen briefly in his Franklin office. Our program was presented to him in skeleton form. He understood it was primarily a rural program and that the child welfare worker's efforts would be concentrated outside of Franklin. He asked if selected cases presenting severe problems in the city could be supervised by the child welfare worker. He was told there was a possibility this could be worked out, depending upon the demands for service in the rural area. He would like to use a child welfare worker as a consultant for his home visitors. He impressed us as intelligently interested in the program.

The county superintendent of schools saw the need for vocational training for out-of-school youths and the health problem of the school child.

The juvenile court judge recognized need for boarding-homes for detention of juvenile delinquents when they could not be returned to their own homes.

The executive secretary of the American Red Cross thought that she could not meet all the needs of children in her county, although she is attempting to give case-work service to certain families, particularly in Franklin. She expressed herself as ready to welcome an additional worker in the children's field. She felt there were severe social problems among the children in the rural areas which have not been discovered or treated.

Future plans.—The county director and the case supervisor at the conclusion of our visit requested that a child welfare worker be placed in their county. They seem to have an intelligent understanding of the type of work she would do and to recognize the need for this service. The county director plans to approach the county board regarding the possibility of securing such a worker and anticipates a favorable response. He plans to call together a group of community leaders and have the child welfare consultant present the child welfare program to them for their approval and backing. Child welfare consultant will be notified when this meeting is arranged and will also be available to discuss the details of our program with the county board at their request.

August 17, 1938.—Casual visit to county welfare office on trip to another county to learn what present status of this county is with respect to a child welfare worker but not to press for action of any sort. Mr. Eldon, county director, seen briefly. He has discussed the possibilities of securing a child welfare worker with each member of the board individually, and they approved the plan. They have been too preoccupied with other matters to take any formal action. Also, Mr. Eldon thought the next step was to be taken by our division in designating the county as acceptable for a child welfare unit. He and Case Supervisor are anxious to have the services of a child welfare worker, and he will propose a resolution forming such a program to the county board tomorrow and then wants us to select a worker as rapidly as possible. County Director thought it unnecessary for child welfare consultant to meet with the board. In addition to presenting them with copies of our announcement of child welfare services [a state office bulletin], he has told them that a child welfare worker is not an additional home visitor, but a highly trained worker who will carry a selected case load from the relief and non-relief groups of about ten cases on a county-wide basis (number corrected to about fifty by child welfare consultant); who will work with other agencies in the community to develop a well-rounded child welfare program; who will be supervised by consultant; and who will assist the county to develop boarding-homes. Board members are particularly interested in the possibilities of a foster-home program. County Director suggested that child welfare consultant and the child welfare worker meet with the board to outline details of program after enabling resolution has been adopted and worker has been selected.

Mr. Eldon would prefer a woman worker and one who has had some experience with foreign and mining groups, but will accept anyone who we believe has the necessary qualifications to do a successful job.

September 26, 1938.—An acceptable resolution covering all the points requested by our division received from County Welfare Board.

November 9, 1938.—Acknowledgment of receipt of resolution by Child Welfare Division sent to county. Notified Clinton County that it was accepted for one of the units which will be established as soon as a suitable worker can be found.

February 28 to March 1, 1939. *Approval of worker.*—Miss Arnold, suggested by the Child Welfare Division, was introduced by child welfare consultant to County Director and to Chairman of County Board and received their approval for appointment as worker in this unit. The chairman had been given authority by the other commissioners to take this action in their absence.

Local staff meeting.—Child welfare consultant, Miss Arnold, new child welfare worker, and County Director met with complete county staff. Miss Arnold outlined to them the objectives and procedures of a child welfare unit, with particular emphasis on our methods of intake and reasons for these. Questions were invited, but there was little staff comment, although the general attitude was friendly.

Office arrangements.—Mr. Eldon assisted in our efforts to find a private office for the worker. There is no available space in the courthouse, and tentative arrangements were made through the clerk of the city council for Miss Arnold to use the conference room in the city hall, which is located across the square from the courthouse. This large room does not provide the best environment for interviews but has a separate entrance, and the worker could have sole use of it except on the one evening when the city council meets. Plans were for the county director and child welfare consultant to meet the city council on March 13 to secure their approval of the use of their room.

Several applications for stenographic positions are on file in the county office, and arrangements were made for Miss Arnold to make her final selection of a stenographer after she had had an opportunity personally to interview and to test the different applicants' ability.

Red Cross.—Child Welfare Worker was introduced to Mrs. Anderson, executive secretary of the Red Cross in Franklin, and our program in the county discussed with her. We were able to define our relationship to her work as follows:

She will continue to give case-work service on those families already active with her where she is attempting to treat the child's social problem. She understands that our interest is primarily in the child in the rural areas in the county, and she will refer any child in this area known to her to be in need of our services, if she so desires. Referrals from the county welfare office to the unit will be restricted ordinarily to children living in the rural area surrounding the city; however, we reserve the right to accept the case of a child living in Franklin when we feel that there is urgent need for our services because of the seriousness of the child's or family's problem, and when the case is not already known to Mrs. Anderson. She was advised that there was a possibility that some cases would be carried by the Franklin home visitors with Child Welfare Worker acting in the capacity of consultant. As Mrs. Anderson and welfare office clear on cases, there is no duplication of effort. Mrs. Anderson seemed relieved that we would not concentrate our efforts in Franklin and in that way possibly compete with her for children's cases. She is interested in the treatment of behavior and social problems of

children as a part of her work. She invited Miss Arnold to join the County Mental Hygiene Society and voluntarily arranged an appointment for us with Dr. Reynolds, professor in the psychology department of the state college located in Franklin.

Dr. Reynolds, who is active in the Mental Hygiene Society and described by Mrs. Anderson as interested in community organization for child welfare services, was seen in his office. The state and child welfare programs were explained to him. He has a clear concept of the function of a social worker and the type of cases in which she would be interested. He has felt there was a sufficient need in the community for case-work services for children to merit the placement of a unit in the county. Psychological service is available through his department for a child in any part of the county, and he will be willing to have this resource used by the unit.

Dr. Reynolds requested Miss Arnold's assistance in trying to develop a social service council as an organization to co-ordinate the various welfare activities in the county. Interest in this has been developed in the Mental Hygiene Society, as they have noticed a duplication of services and a lack of community planning in the support of new agencies which "spring up over night," and sometimes do not appear to fulfil a necessary social need in the community. The Mental Hygiene Society at present has undertaken a survey of recreational facilities in Franklin and hopes through this to show the need for additional recreational facilities and start community planning toward this end.

Tuberculosis association.—Mrs. Laura Harris, part-time field worker for the State Tuberculosis Association, expressed an interest in our children's program when it was described to her in an interview arranged through the case supervisor. In her experience as county chairman, as well as field worker for the association, and as president of the Council of Parent-Teachers Association groups in Franklin, she has had occasion to know of several cases involving children where some social treatment and study were needed. She offered to take our worker on a contemplated trip around the county to introduce her to the township chairmen of the Tuberculosis Association and also to leaders in some of the few rural P.-T.A. groups.

Probate judge.—Judge Peck again assured us of his co-operation with the program. The meeting with him was brief, and there was no opportunity to derive any better understanding than we already have of his attitude toward juvenile cases.

Dover leaders.—Mrs. Foster, president of the Dover Community Chest,

and Mr. Blake, city clerk, seen with County Director, and an introductory statement made about our program in the county. Their response was that there was a need for the services and that they would co-operate with our worker.

Future plans.—(1) Child Welfare Worker is to review records and discuss cases with home visitors for referral to unit. Intake conferences on these will be held March 15 at the time of child welfare consultant's return to county. (2) No new cases from the city of Franklin to be accepted through referral by the welfare office unless there is urgent need for our services, as in the case of a juvenile delinquent or a homeless or neglected child. (3) Plan by which Child Welfare Worker will be available one day a week in Franklin to consult with workers there on city cases will be tried and continued if found to have value. Home visitors in Franklin office will refer cases from rural sections of their districts in same manner as those in Dover office. (4) In addition to preparation for the intake conferences in two weeks, Miss Arnold will devote her time to acquainting herself with community resources and introducing the program into the community through representative and leading citizens.

March 9, 1939.—Mr. Eldon in state office to advise Child Welfare Director and consultant that Miss Arnold is well liked and well received by the welfare staff and by persons whom she has met in the community. He highly approves of her appointment as the child welfare worker.

March 15 and 16, 1939.—Intake conferences on cases referred by staff of county welfare office held in Franklin. Twenty-one cases were presented by the Dover visitors for our consideration, and, of this number, eight were accepted. Of the eight cases accepted, there were three involving children living in boarding-homes and seven other children who, although of the same family, are living in separate homes of relatives. This means that the number of independent family groups with whom Child Welfare Worker will be working in these eight cases is much greater than the number indicates. Some of the cases were accepted on a temporary or slight-service basis and may be returned to the home visitor after a short period of exploratory social study or service, as in the case where we agreed to secure psychiatric diagnosis of an eleven-year-old girl in the first grade.

Four cases were discussed with the workers in the Franklin office, and three were accepted for service. Mr. Eldon attended the Dover conference along with Mr. George, deputy director, but Mr. Martin was the only supervisor present during the Franklin conference. No difficulties were experienced in the intake conferences, and our reasons for accepting and

rejecting cases apparently were accepted by supervisors and visitors. Care was taken not to make these decisions appear arbitrary, and a full discussion of each case was encouraged with all members of the conference participating in this. Mr. Eldon informed us that his workers had referred in these two conferences all the outstanding children's cases known to them, and further referrals would depend on children's situations coming to the attention of their workers in families now known to them or in new cases. Further intake conferences were to be arranged at the request of the county welfare staff.

The Dover Chamber of Commerce voluntarily offered the use of one of their rooms for our unit. It was accepted as preferable to the conference room in the city hall because of its smaller size and attractive, decorative details. It is a part of the suite of conference rooms and offices of the Chamber of Commerce across from the county courthouse. Miss Arnold has selected her stenographer after securing adequate references and a satisfactory tryout. Her application has been submitted to the state office for approval, and she will begin her duties this date.

Community organization file.—Miss Arnold, during the last two weeks, has interviewed numerous civic and agency leaders, and has, according to the suggestion given her by child welfare consultant, started a community organization file. She is encouraged by the cordial reception she has received in the county and has been impressed by the awareness of the need for case-work service for children. She has already had three or four cases referred to her from outside sources. It was suggested that she keep her intake at a minimum until she has had an opportunity to start her work with the eleven cases accepted from the county welfare office which will involve summaries of the county record and, of course, initial social studies. Details of Child Welfare Worker's introductory contact with community leaders will be found in her monthly report. The content and significance of this report were discussed with her by child welfare consultant.³

MONTHLY REPORT OF CHILD WELFARE WORKER FOR MARCH, 1939⁴

Community organization.—The first two weeks of the month were devoted to a study of the problems and resources of Clinton County and to

³ The consultant's narrative report continues beyond this point in diary fashion, covering each supervisory visit to the county unit. It is omitted here inasmuch as it covers much the same material as that of the county worker and is less detailed.

⁴ It will be noted that the reports of the child welfare worker cover three general topics: "Community Organization," "Case Work," and "County Expenditures," in accordance with the requirements of the state office.

an interpretation of the services of the child welfare worker both to the county staff and to representative citizens of the county. Clinton County had been well prepared for the child welfare program before the worker arrived. The county director had obviously extended the interpretation beyond the members of the immediate staff, as a number of persons in the community indicated that they had been anticipating the worker's arrival for a period of several months.

The worker had an opportunity to present the child welfare program at a regular meeting of the Dover City Council when the county director and worker met with them to request office space in the city offices. Members of the Council expressed interest in the program and asked questions regarding the type of work which would be done. Although there was no objection to granting office space, it was suggested that a more desirable room might be obtained from the Chamber of Commerce. Although the county director and worker wished to meet with the directors of the Chamber of Commerce, the meeting was held and the office space made available without presentation of the program by us. One member of the Chamber of Commerce made the statement to the worker that the Chamber of Commerce considered it a privilege to make the space available because of the good effect this gesture would have with some of the persons on relief who have felt that the Chamber of Commerce was not friendly toward them. Worker has a small private office on the second floor. The office opens into a larger room which is also available to worker and which can be completely shut off from other rooms in the building. The Chamber of Commerce has furnished a locked rolltop desk, shelf for books, table and chairs, and a stenographer's desk. The County Welfare Department has furnished a typewriter and a generous amount of office supplies.

Personal visits have been made to twenty persons connected with schools in the county, to the city officials including the mayors of Dover and Franklin, six physicians, seven ministers, numerous businessmen, and to ten persons connected with the courts, including the probate judge, district judge, the city judge of Franklin, and the sheriff. The worker was invited to a meeting of the Business and Professional Women's Club in Franklin, which afforded an opportunity to meet about twenty-five businesswomen; to a meeting of the American Association of University Women in Franklin, which was attended largely by women connected with the state college, by teachers, and by businesswomen; to a luncheon of the Dover Federation of Women's Clubs, at which about forty Dover women were met.

The probate judge has been co-operative and has assisted in interpreting the worker's function to the Dover city marshal. The judge recognizes the need for someone to make investigations of cases of delinquencies on which no formal complaint is filed, and remarked that he could use a full-time person for such a job. He understands the services which are available, having referred one case direct to the worker and having been indirectly responsible for the referral of two other cases. The county attorney has expressed interest and, on the first visit, referred a case to worker, which indicated his understanding of worker's function. The case happened to be one in Franklin, and it was referred to the American Red Cross, a report being made to the county attorney regarding the referral.

In addition to the talk made before the City Council, worker made a talk to the normal training class in Dover High School, which is composed of Senior students who expect to teach next year. The worker has been requested to speak during the month of April before several groups in the county.

A confidential card file is being maintained containing information regarding the special interests and the reactions of individual persons and organizations. The only person who has not felt the need for the child welfare service program in Clinton County was the minister of X Church in Dover. He knows of no child welfare problems in the county, nor does he feel that there is anything to be done here for children.

Dr. Mary Snyder, wife of a professor at the state college, is a psychiatrist and, although not in active practice because of her family responsibilities, has offered her services on any cases in which worker is interested. Dr. Reynolds, professor of psychology, has offered to make psychometric examinations. Dr. Bruno Snyder, professor of education, has offered to give reading tests on any cases in which such tests are indicated.

There are two or three different groups of boys in Dover who are involved in stealing. Three of the cases referred by the court and one case referred by a parent have involved boys who have broken into buildings to steal. Their ages range from ten to fourteen years. While there are sufficient factors in the family situation in each case to account for the behavior, it has been discovered that there is no recreational program in Dover for either boys or girls. The 4-H clubs serve the rural areas around Dover, but their program has no interest for young persons living within the city. The Hi-Y program connected with the high school does not provide a year-round program and is not sufficiently exciting to attract the type of boys referred to worker. The activities of the Girl Reserves

like those of the Hi-Y are limited to the school year with thirty-minute meetings once every two weeks.

On three different occasions there has been a Boy Scout movement in Dover, but there have been no Scout troops here for the last ten or twelve years. Each time they have died out because of lack of leadership. The American Legion was the last organization to sponsor the Boy Scouts in Dover, and, only one month before the child welfare unit was established in this county, the American Legion turned over to the superintendent of schools, for the purchase of a curtain for the high-school auditorium, a \$90 fund which had been earmarked for Scout activities. There is considerable interest at the present time in the development of a Boy Scout movement in Dover, and the community is thoroughly aware of the need for it. Worker has found a young man with years of Scout experience in another community who has agreed to be responsible for getting the movement under way in Dover. It has been suggested that the summer be devoted to developing a Scout committee and to training adult leaders in order that the program can actually begin in the fall on a sound basis. With nine months of Scout activities during the fall and winter of 1939, it should be possible to plan a very active program for the younger boys during the summer months of 1940.

Ten girls in Dover who are interested in a Girl Scout program have requested worker's assistance in finding a leader. The high-school principal thinks that there is no need for a Girl Scout program in the community and that there would not be sufficient interest among the girls themselves. One of the high-school teachers, however, is tremendously interested and feels that there is a definite need for such a program. Parents in the community are of the same opinion.

Lacking a Boy Scout program for the summer months, it will be necessary to plan an adequate recreational program with other resources. It is believed that possibly something can be worked out through the W.P.A.

The Y.M.C.A. in Franklin has consulted the worker on one occasion, requesting advice on certain aspects of its program, and has offered its co-operation in working with the theater operators in the matter of admitting children of school age to the movies during school hours.

Case work.—An informal agreement was made with the American Red Cross in Franklin and with the Franklin County Welfare Department that worker would confine most of her efforts to the rural sections of the county and limit services in Franklin to cases referred from outside sources, such as schools or courts. In the last month worker was called in for a consultation on three cases in the Franklin Welfare Office and one

case in the Dover Office. One of the cases involves a mentally defective woman with three children who have been making a fairly satisfactory adjustment in the home of woman's mother. The latter is at the point of death, and plans need to be made for the future care of the mentally defective mother and her three children. Another case on which advice has been requested is that of a ten-year-old epileptic child who is believed to be in need of institutional care but whose parents object to such care.

The county welfare visitors did not attempt to unload their "chronic" cases on worker but showed an awareness of the type of cases which might be accepted.

Owing to the referral of three cases by the court and one case by the parents, each of which presented a need for immediate attention, it has not been possible to make as much progress with the cases referred by the County Welfare Department as would be desirable. These four cases, however, are W.P.A. employees and are known to the county welfare office.

Three of the cases referred by the County Welfare Department involve health problems, and an effort is to be made to interest two of the parents in preventorium care for the children. Another case involves an orphan boy who lives first with one relative and then with another and is in the need of some stabilizing influence. Six of the cases involve children living with persons other than their own parents.

County expenditures for child welfare services for the month of March, 1939.—The total was approximately \$13.75, including supplies and telephone.

MONTHLY REPORT OF CHILD WELFARE WORKER FOR APRIL, 1939

Community organization.—Less emphasis was placed on community organization as such during the month of April as compared with March, and more attention was devoted to actual case work. It will be difficult, however, to draw a line in this report between these two activities as there was a conscious effort throughout the month to correlate case work and community organization, using the first to determine the direction which the latter should take.

A case conference was held on one case, which involved the removal of four children from their home. The conference was attended by the county director, the deputy county director, the probate judge, the principal of Harding Junior High School, the high-school principal, the attendance officer, Mrs. Harris of the Tuberculosis Association, and the worker. Unfortunately the visitor who had previously carried the case was seriously ill and was unable to be present at the conference. The

schools had been especially interested because of the continued truancy of the four children during the entire school year and particularly during recent months. Physical examinations made on each child indicated the advisability of tuberculin tests. Chest X-rays were authorized by Mrs. Harris; X-rays of the two younger children were found to be suspicious. At the conference the county director recommended that the case be presented to the county board requesting authorization to place the children under the supervision of the Children's Home and Aid Society. The director's recommendation was concurred in by all those present at the conference. (The county board gave consideration to this case at their meeting on May 4 and, while recognizing the desirability of carrying out the director's recommendation, felt that the county's financial situation would not permit them to authorize payment of boarding-home care in this case for the long period of time during which it might be necessary.)

Dr. Mary Snyder, psychiatrist, was used as a consultant in connection with the case of a twenty-year-old girl who is manifesting bizarre behavior which is suggestive of mental illness.

Psychometric and diagnostic reading tests were given by Dr. Reynolds of the state college to two children referred by worker. Dr. Reynolds seemed especially pleased to have a brief social history on these cases; such histories had never been prepared for him in the past. A school teacher in Dover has volunteered her services during the summer months to give some special instruction to one of these children, a fourth-grade boy who is unable to read. In the case of an eighth-grade boy who had been referred to worker because of his stealing, the superintendent of the Dover Schools offered to make all necessary arrangements for a psychometric test by Dr. Reynolds and to take the boy to Franklin at the time of the testing.

Since there seem to be several children in the Dover schools who progress through the grades without being able to read (the eighth-grade boy mentioned above is unable to read even in a primer), worker is planning in the near future to confer with the superintendent regarding possible plans for the early diagnosis of these reading difficulties. Since Dover High School has each year a large normal training class it seems possible that some project might be worked out by which these prospective teachers could acquire some actual teaching experience in giving special assistance on some of these cases under proper academic supervision. This suggestion has been made by worker only recently, and it is not yet possible to determine whether it is practicable and whether it can be carried through.

Progress with reference to the organization of the Boy Scouts has been rather slow. The field representative for the Boy Scouts has made one visit to the community during the month and plans to return in the near future. The ministerial alliance is interested in sponsoring the Scout program. There is some isolated opposition, but it is believed that in the course of time and during the organization period those persons who are "sold" on the program can do enough talking to counteract the opposition.

Of the eleven girls who expressed interest in organizing a Girl Scout troop in Dover, it has been discovered that six are members of the 4-H Club. Before further organization is undertaken, the matter will be cleared with the county club agent.

During April worker made talks before three groups: the P.-T.A. Council in Franklin, the Business and Professional Women's Club in Franklin, and the Legion Auxiliary in Dover. There was no meeting of the Clinton County Mental Hygiene Society during the month. Requests have been received to speak before several organizations during the month of May.

Case work.—In addition to the cases referred to in connection with community organization, attention should be called to two rather interesting referrals.

Following a talk before the Legion Auxiliary, a letter was received from one of the women who had attended requesting that the worker call at her home and talk with her about some of the things which had been discussed in the speech. It was discovered that the writer of the letter was an active A.D.C. recipient. After a conference with Deputy Director, it was agreed that a home visit would be made by worker without accepting full responsibility for the case at that time. On the first interview the mother introduced a number of problems—the behavior of her son since his return from Legionville, the speech defect of another child (there had been no reference to speech defects in the talk before the auxiliary), her feeling about the acceptance of relief, her relationship with the county visitor, the reduction in her A.D.C. grant owing to limited funds, and her reluctance to approach the Community Fund about certain assistance which she had previously been granted by that organization and which she was again needing. The future handling of this case will be discussed with Child Welfare Consultant.

Worker had been consulting with a visitor in Franklin regarding a case involving an eleven-year-old epileptic girl who is in need of institutional care but whose parents (especially the mother) are unwilling to leave the child in an institution for more than a few days at a time. The visitor

had been endeavoring without success to interview the father. At this point one of worker's clients requested an appointment for a friend, the father of the epileptic child. The father had expressed a wish to talk with worker and planned to come to Dover for an interview. An appointment was made but was not kept by the father because he did not have sufficient gas to make the trip. (A death in the family the previous day made another trip necessary.) This case has been cleared with the Deputy Director, and after an interview with the father a decision will be made as to the future responsibility which should be assumed by worker.

One of the first cases referred to the worker involved a child living in the home of an aunt and uncle who did not wish to continue to keep him. They had made application for A.D.C. but were not so much interested in receiving financial aid as in having the child removed. He was one of three children who had been left with various relatives in Clinton County by their father. The father, a legal resident of Cleveland, Ohio, is now employed in Pennsylvania. Relatives caring for the other two children had also made application for financial assistance. Through correspondence with the agency in Pennsylvania, the father has agreed to contribute to the support of his children in the homes of two of the relatives. The Pennsylvania worker has arranged to have the payments made through their office direct to the relatives here. Meantime, the aunt who wished the child removed from her home died unexpectedly in childbirth. Cleveland, Ohio, accepted responsibility for this child, and he was sent there, where plans were to be made for him in the home of a relative.

County expenditures.—Expenditures for office supplies amounted to approximately \$1.20, and for telephone and telegraph, \$3.47. Expenditures by the Tuberculosis Association on child welfare cases totaled \$12.

MONTHLY REPORT OF CHILD WELFARE WORKER FOR MAY, 1939

During the past month progress has been made with reference to the recreational program in Dover, the worker assuming no active leadership but merely providing a little stimulation and information to local groups, giving them full responsibility for carrying out the program. For example, at a meeting of the Chamber of Commerce inquiry was made as to why Dover could not secure a W.P.A. recreational supervisor to develop and supervise a softball program for boys between the ages of eight and sixteen years. (The worker had previously discussed with the W.P.A. the lack of a recreational supervisor in Dover and had been advised that the community had never expressed much interest in having a supervisor and had never found anyone with relief status who could be transferred to

the recreational project.) In reply to the inquiry the worker explained the procedure for securing a supervisor and suggested that a committee be appointed to confer with Mr. Eldon, county director, and the W.P.A. regarding the matter. A committee of three was immediately appointed, the mayor and a city councilman being two members of the committee. The worker was requested to make arrangements for the committee to meet with the county director and was invited to attend the meeting. The committee functioned quickly and effectively, and within four days there was definite assurance of a recreational supervisor for the community. The supervisor began work on May 23, 1939. One member of the committee has now approached worker regarding the organization of softball teams for girls.

The procedure used in the development of the Girl Scout organization may be cited as a further example of the way in which local leadership has been stimulated. Girls interested in belonging to the Scouts held several preliminary meetings in the office of the worker. When it was apparent that the girls were in earnest, and after they had given some thought to the question of leadership, a committee of the girls themselves was appointed to find a leader. Through the activities of this committee, the Young Women's Study Club voted to sponsor the organization and appointed a committee of three to assume responsibility for the development of the program during the summer months when the club is inactive. The worker was invited to meet with this committee at its first meeting. The committee is communicating with the national organization and has secured the Deputy County Superintendent of Schools as leader. Because of opposition expressed by certain persons in the community, the committee is undertaking a publicity program through the local newspaper.

There have been no new developments in the organization of Boy Scouts. With the opening of the municipal swimming pool and the provision for softball, it seems best to delay until August any further efforts toward organization of Boy Scouts.

In the report for April, 1939, reference was made to the reading difficulties presented by a number of the children in the Dover schools. Worker has discussed this problem with the superintendent, who expressed interest in arranging for someone from the state college to test some of these children. He believed that some of the teachers would like to have certain children tested to determine proper grade-placement. This discussion took place during the last two weeks of the school year, and it was then too late to develop any plans for testing before the close

of school. Because of the heavy teaching schedule at the college during the summer session, Dr. Reynolds has expressed a wish to do as little testing as possible until next fall. This matter should be followed through with the superintendent next September, at which time some definite arrangements can doubtless be made with Dr. Reynolds.

There is considerable dissatisfaction expressed in the community regarding the Dover public school. One of the study clubs has taken an interest in the school situation, but its recommendations were not accepted by school authorities. Unfortunately, Dover has no P.-T.A. through which the parents and teachers can work together on some of the problems. It is reported that the school officials do not wish to have a P.-T.A. and have discouraged all efforts in this direction. The absence of such an organization makes necessary more direct work with the school officials by the worker; it has further meant that there is no group through whom the child welfare program can be interpreted to the schools and no group to assume leadership in pressing for a more adequate educational program.

Clinton County has no provision for the detention of juvenile delinquents other than in the jails. Recently a fourteen-year-old boy was held in the Franklin jail three days without any charge having been filed against him. The boy is now under the supervision of the worker, and it is believed that, through the handling of this case, it may be possible to interest the county in making other provision for the detention of children.

A number of community resources were utilized during the past month. The boy referred to in the preceding paragraph was seen by Dr. Snyder, the psychiatrist, who made some helpful recommendations regarding treatment. Among other things, she suggested his enrolment in the industrial arts course at the college high school this summer. The cost of materials for shop work, amounting to approximately \$1.50 or \$2.00, will be paid for by the Business and Professional Women's Club of Franklin. The American Red Cross provided glasses for one child referred by the worker, and it is believed that some definite plan can be worked out with that organization regarding physical examinations and medical care for children who are not covered under the medical plan. The Tuberculosis Association authorized tuberculin tests on four children upon request of the worker. The Legion Auxiliary in Dover is furnishing one quart of milk daily for a child who is considerably underweight. They have also agreed to provide toothbrushes for six children in the same family and to arrange for a physical examination of one of the children.

Three children were examined at the Child Guidance Clinic at the State Hospital at Warburton.⁵

Child Health Day was observed at all schools of the county, the County Superintendent of Schools being the May Day chairman for the county. The Child Health Day material which was sent to worker was, therefore, not used. Next year it should be possible to co-operate with the May Day chairman and to make even more extensive plans for the observation of Child Health Day.

Talks before the Dover Chamber of Commerce and the Men's Dinner Club (composed of business and professional men in Dover) afforded an opportunity for general interpretation of the program through the use of a few case stories. At a meeting of the County Federation of Women's Clubs at Davis, attended by about eighty women, an effort was made to give a general interpretation of the program with some emphasis upon boarding-home care. It was felt that this group of women, representing the entire county, might be helpful in promoting interest in a boarding-home program and might be of assistance in the location of boarding-homes. At a Sunday evening service at the Methodist Church in Dover, the Child Welfare Worker used the subject "Children in a Democracy," directing attention to the present White House Conference and attempting to discuss the minimum needs of children as set forth in the Children's Charter in relation to the children of this community.

County expenditures.—Expenditures for office supplies, postage, and telephone amounted to approximately \$5.50. Private agency expenditures on child welfare cases was approximately \$10.40 for the month.

MONTHLY REPORT OF CHILD WELFARE WORKER FOR JUNE, 1939

Upon invitation of Dr. Rogers, Dover dentist, worker attended the meeting of the Regional Dental Association on June 15. The meeting was an extension course offered by the Division of Dental Hygiene of the State Board of Health devoted to the subject of "Child Dentistry and Nutrition." Literature distributed at this meeting included a diagram of the dental health educational plan of the state, showing the plan for dental inspection of school children. The trip with Dr. Rogers provided an opportunity for the discussion of dental inspection in the Dover schools. (Franklin made dental inspections during the last school year.) Inspections were formerly made in Dover, but there was no follow-up work done, and few corrections were made. Dr. Rogers understands that

⁵ A service which has been developed in connection with one of the state hospitals for the mentally ill located in a near-by county.

the state has, in the past, placed more stress upon dental inspections in the larger population centers but that in the near future increased attention will be given the problem of inspection in the smaller communities. Since the statute requires annual free dental inspection for all school children, worker will lend her weight toward securing such inspection. Consideration should be given to the responsibility which the child welfare worker might assume in securing corrections for those children whose parents cannot afford this type of care.

The possible need of boarding-homes to be used for convalescent care was discussed with Dr. Denton, pediatrician affiliated with the Lane Clinic in Franklin. Child Welfare Worker had received a report (not a referral) regarding a seven-month-old baby who has been under the care of Dr. Denton. The child weighed only eleven pounds when first seen by the doctor and did not gain on the formula prescribed. The baby was placed in the hospital for one week on the same formula and schedule and gained two pounds. Upon return home the child has again ceased to gain. The relative who reported the case insists that the mother, who is only sixteen years old, makes no effort to carry out the doctor's orders, feeds the child irregularly, and takes it to night ball games. The relative did not feel that worker would be accepted by the mother on her referral. Dr. Denton did not feel that he could refer the case without the consent of the family. He recognizes that the family is unable to afford hospital care for the child and expressed a wish that a convalescent home existed for such cases. We pointed out the possibility of locating boarding-homes for temporary placement of children requiring special physical care. We also discussed the possible service which might be given a child such as this in its own home by frequent visits from the worker, by interpreting the doctor's recommendations to the parents, by assisting the parents in carrying out the plan, and in bringing to the physician's attention those factors in the family situation which are affecting the treatment. We believe that Dr. Denton, with a little more interpretation, might make use of worker in a case such as this. Further contacts with Dr. Denton should also provide an entree to other physicians at the Lane Clinic.

Mr. A. R. Cooper, recently appointed field representative for the Boy Scouts in the Franklin area, was in Dover on June 19 by request of worker. Mr. Cooper was directed to some of the persons who have expressed interest in the Scout organization and was given assurance of continued interest and co-operation from the worker. It is understood, however, that the responsibility for future organization effort rests with the Boy Scout field representative rather than with worker.

Miss Ruby Johnson, field representative for the State Crippled Children's Commission, spent four days in the county this month. At the suggestion of worker, a special staff meeting was called in Dover in order that Miss Johnson might explain the procedure for securing care for crippled children and answer some of the visitors' questions. Worker also introduced Miss Johnson to the County Superintendent of Schools, who extended an invitation to her to speak at the County Teachers' Institute in August. The teachers, in the past, have not understood the crippled children's program and have not known to whom such cases should be referred. Worker plans to discuss with the County Superintendent the possibility of presenting the Child Welfare Services program at the same institute.

The neglect case involving the Lewis children was heard in the Juvenile Court on June 23, 1939. On the basis of testimony offered by the parents themselves, by the school attendance officer, and by the Child Welfare Worker, the children were found by the court to be dependent and neglected and are to be committed to the state orphanage. The judge remarked that this was the first neglect case heard in his court for a number of years. He was thoroughly co-operative in the handling of this case. The responsibility for lack of action in the past would seem to rest with the workers who have not accepted responsibility for thorough investigation and the production of evidence.

At the request of the American Red Cross, worker attended a conference with the probate judge and the county attorney on a case involving neglect of a child born out of wedlock. This was a case which the American Red Cross had previously wished to refer to worker in order that the mother might be given help with her own problems which, in turn, affected her relationship with her child. The county attorney, almost simultaneously, referred the case to worker on the grounds that the child was being neglected. Since the case was active with the Red Cross and since the situation appeared to be rather hopeless from a treatment standpoint, it was agreed that the Red Cross would continue with the case. As a result of the conference, Mrs. Anderson accepted responsibility for assembling evidence of neglect and the securing of witnesses. When persons have been found who will offer testimony, the county attorney will sign a complaint alleging neglect.

Commitment papers have been filed on one mentally defective girl, age twelve, for whom the county has been paying boarding-home care for the last two years. Examination at State Hospital Child Guidance Clinic

showed the child to be an imbecile, with an I.Q. of 40. The child will be sent to the school for the feeble-minded as soon as her application is accepted.

One new case was referred during the month by two board members of the American Red Cross living in Prairieville. The case involved the alleged neglect of a twelve-year-old adopted girl by her foster-father. The child had been staying in Clinton County, but the father is a resident of Green County and had been receiving assistance there. Several persons were interviewed, and the information secured was forwarded to Green County in order that a more thorough investigation of the facts might be made and appropriate action taken in the juvenile court if indicated.

No work has been done toward the organization of a county-wide Child Welfare Committee. I believe the time is approaching when lay committees are needed, but I would suggest that some local committees be used first on small projects. From the membership of these committees could be selected the members of a more permanent county-wide advisory committee.

The question of intake needs consideration. In the past four months fewer cases have been accepted from the County Welfare Department than from other sources. Of the thirteen cases referred from outside sources, five were referred by the court and two each were referred by school, parents, other individuals, and the Crippled Children's Commission. Of these same cases, four were nonrelief, six had W.P.A. employment, one was an active O.A.A. recipient, one received a veteran's pension, and one involved a child living in the home of an O.A.A. recipient who was in no way related to the child. It is believed that there can be an increasing number of cases handled by worker and the home visitors through consultation, leaving worker free to accept more referrals from outside sources. If this relationship as a consultant is maintained, I believe it will be necessary to set up some record on these cases for the purpose of control, supervision, and evaluation by the State Child Welfare Consultant.

I believe that the case load in this unit should not exceed twenty-five cases per month for the next several months, in order to afford more time for the development of boarding-homes and the carrying-on of some community organization projects. In Dover there are a number of groups interested in child welfare and in the carrying-on of some projects. It is believed that the available resources and effort might be used to greater advantage if the various programs were tied into a more comprehensive

plan based upon an analysis of the resources and needs of Dover. It is possible that a study of local resources might be undertaken by one or more of the study clubs or civic organizations.

There seems to be a need in Dover for supervised dances, the parents of many children refusing to permit their attendance at dances in the two public dance halls. Two girls, ages fifteen and twelve, in an active case are reported, by their father, to attend public dances unescorted.

It is rumored that there are one or more groups of boys in Dover, of junior-high and high-school age, engaging in homosexual practices under adult leadership. It is suggested that this problem might be dealt with indirectly through a program of sex education in connection with the schools or related activities such as the Hi-Y.

There is a change in the Dover school superintendent. Mr. Rex Curtis has been elected to succeed the present superintendent, who accepted a position on the faculty of the college. It will therefore be necessary to begin anew the discussion of plans for psychometric testing of certain students in the Dover schools.

In Franklin it is suggested that the P.-T.A. be given responsibility in securing the co-operation of the theaters in the matter of admitting children of school age to the movies during school hours.

County expenditures for child welfare services.—County expenditures during the month of June amounted to approximately \$3.60.

The American Legion Auxiliary gave assistance on child welfare cases amounting to \$4.00. The American Red Cross authorized a pediatrician to make a thorough physical examination of one child, including all laboratory tests necessary for a diagnosis. The amount of expenditure for this examination is not known.

EDITOR'S COMMENT

This record has proved useful in a course in "Public Welfare in Rural Communities" in the School of Social Service Administration at the University of Chicago. Discussion of the record has centered around such questions as:

1. The amount and kind of information needed concerning a rural community as a basis for establishing a new service; the sources of such information and methods to be used in obtaining it.
2. Ways in which a case worker may relate herself to existing resources in the community.
3. The responsibility of the case worker in stimulating the development of new resources to meet the needs which are uncovered through the study of individual case situations.

4. What the relationship should be between a new service of this kind and the already established public assistance program.
5. At what point of development in such a program a local advisory committee should be organized.

The first part of the record especially may be evaluated profitably by the student in comparison with similar records from other areas and with some of the projects for community surveys outlined in *Research in Rural Social Work*, Bulletin No. 5 of the Social Science Research Council.⁶

In another school of social work⁷ this record has been used as the basis for a term-paper assignment in a course in "Social Welfare Planning." The questions raised for discussion in the paper follow:

1. The probable reasons why the plan for initiating a child welfare program was as readily accepted in the county as it seems to have been.
2. Why was it necessary to continue social welfare planning efforts after the establishment of the child welfare services? In this instance were planning efforts more important before or after the appointment of the child welfare worker? Why?
3. Outline two important objectives of the worker's community organization activities following her appointment.
4. What welfare planning activities in connection with the schools were hindered by the lack of a Parent-Teacher Association organization? What functions might a Parent-Teacher Association have undertaken in this respect? Why might the school authorities have discouraged the organization of a Parent-Teacher Association?
5. Enumerate the ways in which the worker used case situations for welfare planning purposes.
6. Why was it not possible to conduct an exhaustive survey of social needs and resources prior to or upon the appointment of the child welfare worker? Is the worker's plan of having a study carried on through civic organizations sound? Explain.
7. Discuss the case conference described on page 38 in terms of:
 - a) Two probable objectives sought by the worker.
 - b) Why those present were chosen to attend rather than others.
 - c) Why this particular case was probably a good one for an initial case conference.

⁶ Edited by John D. Black. See especially Project 10, "Survey of Social Work Services and Resources," by Margaret Byington and Project 11, "Organization of Social Welfare Work—Child Care and Protection as an Example," by Emma Lundberg, pp. 58-84.

⁷ Louisiana State University. Questions made available through the courtesy of the instructor of the course, Paul Vernier.

8. Discuss the unmet needs and problems in Clinton County which became evident as a result of the worker's activities and her efforts to stimulate services to meet them.
9. Discuss the worker's activities in developing the public recreational program and the Girl Scout organization as follows:
 - a) Did she attempt to coerce the community into organizing these programs or did she rely on the community's interest as the motivating force? Which would have been best? Why?
 - b) What role did she play in the organizing of these services? Why was or was not this role the most desirable in the long run?
10. Why was the worker in a strongly strategic position in the community for stimulating better community planning and provisions for services such as recreation, foster-home care, and health services? What does this indicate for social welfare planning activities of social workers in their own communities? What role was played by lay organizations and by nonsocial-work local public authorities in the programs initiated by the worker?

2. Grady County

COMMUNITY LEADERS AND PUBLIC OFFICIALS¹

MRS. C. M. CARR, director of Girl Scout activities
DR. T. F. CARTER, director of public health, District 4
T. D. CURTIS, truant officer
MISS ADELAIDE HAHN, member, Board of Directors, American Red Cross
SAM HAINES, new prosecuting attorney
DR. HAMILTON, county doctor
MRS. T. HERMAN, Cancer Committee
DR. CHRISTIAN JULIUS, president and disaster chairman of the American Red Cross.
REV. KIMBALL, minister, Presbyterian Church
MRS. JACKSON KING, president, Board of Charities
JUDGE LOUIS KNOX, judge of the circuit court (with juvenile jurisdiction)
MR. S. LARSON, county superintendent of schools
MR. LANE, principal of the Booker T. Washington School
R. T. LEE, circuit clerk
R. S. LEHMAN, chairman, Board of County Commissioners
MISS SARA McGRATH, county public health nurse
DR. R. F. MANNY, W.P.A. Advisory Committee; later, president, Child Welfare Council
MR. MILES, supervisor of old age assistance and relief
MRS. RUTH MILLS, secretary, American Red Cross
MRS. T. J. NELSON, president, Women's Civic Club
MR. PERSON, high-school principal
REV. A. R. POST, minister, First Methodist Church
LARRY REESE, W.P.A. supervisor
REV. T. T. RICKMAN, minister, Baptist Church
MRS. J. W. RIDDELL, president, Needle Work Guild; numerous other activities
A. ROBERT RIDENOUR, member of Kiwanis Club; member, American Red Cross Board; chairman, Crippled Children's Committee; chairman, Child Welfare Council; and member of other organizations
MRS. LETTIE SMITH, president, Community Club; member, American Red Cross Board. Later appointed to County Welfare Board
MISS GEORGIA TATE, County Relief Committee
MR. JOHN TRUMAN, superintendent, Eastwood city schools
PHILLIP WORTH, county farm agent

¹ A partial list of the persons who are most active in relation to the child welfare program in Grady County is presented here for help in understanding the record.

DESCRIPTION OF COUNTY²

From about 1673 to 1770 a vast region including what is now "Grady" County was held by the French, who had a few trading posts; but the region was in the control of Indians and not settled by white people. In May, 1770, the territory was ceded by treaty to Spain and it was under Spanish control until 1802, when it was returned to France. The territory was sold to the United States in 1804.

In 1819 families from Kentucky settled on the high ground above Horse Creek, and this section became known as the "cradle" of Grady County. By 1852 many other settlers had arrived, some of them choosing the lowlands of the county and building homes many miles apart. From the earliest times the settlers have been second-generation Americans, and there are now no settlements of foreign-born. According to the 1930 census, 6.5 per cent of the population in the county were Negro while the percentage of Negroes in the rural areas of the state as a whole was 2.4 per cent.

In 1930 the total population of the county was 23,500. The population for the principal cities and villages was as follows:

Eastwood.	7,551 (county seat)	Rosewood.	200
Baker.	387	Glenville.	199
Gilberts.	236	Blountville.	158

Birth rates are high. The 1938 rate for the state is 14.88 and for Grady County 30.43. The state death rate is 10.67, and that for Grady County, 14.98.³

About half of this county consists of woodland and half of river lowlands. In the past there have been extensive forest industries located at the county seat. There are still several lumber yards and companies manufacturing wagon spokes, tool handles, barrel staves, wood rods, sash doors, and millwork. This business is increasingly poor because the surrounding forest lands which cover several counties have been almost entirely cut over. In the lowlands some cotton grows as well as rice, and watermelons, and there is some rotation of farm crops. The lowland soil is rich, but the level of living in this section is below the average for the rural sections of the state. Most farms are operated by tenants, and tax rates are increased because drainage systems are necessary in the swamp-

² Prepared by a member of the State Child Welfare Division staff.

³ Preliminary reports from the 1940 census state that population in Grady County has increased 45 per cent and is now 34,268. The increase for the state is 4 per cent.

lands. Severe floods occur in this region every few years, and the American Red Cross has often been called upon for disaster relief.

The county adjoins a share-crop section of this and other states, and there has been an influx of unemployed share croppers. Because it is a border county, there is much interstate mobility.

The estimated property valuation for the county is \$12,500,000. The net estimated county revenue is \$72,180. There are \$37,000 in delinquent taxes and \$11,000 in unpaid warrants and interest. The county runs a deficit toward the end of each year until taxes are paid during the next year.

The grade and high schools of the county seat have acceptable standards, and there are two parochial schools. There are a business college and a school of beauty culture in the county seat. Outside of this one small city the schools of the county are described as a "multiplicity of one-room school districts with poor equipment and irregular attendance even with a split term for cotton vacation," i.e., the rural schools dismiss for several weeks in the late fall to permit the children to pick cotton. The county superintendent of schools made a study of the earnings of the children who were out of school during cotton vacation and learned that they were so small that it may be possible to discontinue this vacation. Although the schools are poorly equipped and salaries are low, the average training and experience of teachers in this county has been brought above the average of the state in recent years.

There are only four physicians in the county outside of the county seat and no dentist except in the county seat. There is much illness associated with the lowlands of the state, a poor standard of living, and much mobility. The following table compares death rates for the county with those for the state.

	Grady County	State
Infant mortality rate (per 1,000 live births)	79.06	51.07
Tuberculosis (per 100,000 population)	42.20	44.55
Lobar pneumonia	147.70	45.10
Diarrhea and enteritis (under two years)	84.40	10.96
Malaria	25.32	1.96
Diphtheria	37.98	2.86
Typhoid fever	29.54	2.63

There are main-line railroads and highways. In the county seat there are a private hospital, a successful daily newspaper, a chamber of commerce, men's service and civic groups, women's clubs, fraternal organizations, churches, public library, public playgrounds, and a country club.

There are only one or two farm organizations. Public officials, representatives of civic organizations, and citizens have attempted to develop child welfare programs without outside leadership and seem ready to co-operate in developing Child Welfare Services. The juvenile judge places children in foster-homes and has used many uninvestigated and unsupervised ones, sometimes with disastrous results. He is eager for the assistance of Child Welfare Services in his work.

CHRONOLOGICAL REPORT OF DISTRICT CONSULTANT
CHILD WELFARE SERVICES

October 27, 1936. R. T. Lee, circuit clerk.—Mr. Lee was the only county official that could be found in the courthouse, as everyone was out electioneering. Judge Knox, circuit and juvenile judge, was running for reelection, but Mr. Lee was sure that he would want to take time to discuss the case we had in mind (Hartz) and also the C.W.S. program because he would be interested in both. Mr. Lee recalled previous supervisor and her explanation of the C.W.S. program; however, he did not appear to be overly interested or else felt Judge Knox's interest was sufficient.⁴

October 28, 1936. Judge Louis Knox, circuit judge, Eastwood.—Saw Judge Knox in his office. He greeted supervisor most cordially and expressed regret that he had not been in yesterday. He had been electioneering and said that he was really a mental and physical wreck so would be glad when it was all over. We explained that we understood it was a busy time and would be back later to go into the C.W.S. program. He immediately said he thought he understood it fairly well and was heartily in favor of it, so we could count on him for anything he could do, that is, "after the election."

When questioned about the Hartz case, he instantly recalled the case as one in which he had really overstepped his authority because the family lived in another county but, when the Glenns came to him, he listened to their story and without making any investigation he gave them the temporary grant of custody of the child because he knew the child's mother and her relatives and thought that almost any arrangement was better for the child than with her incompetent mother. He went on to

⁴ In September, 1936, a supervisor from the State Child Welfare Division had made brief visits to Mr. Lee, circuit court clerk, to the county clerk, to the county old age assistance worker, to the district supervisor of the Old Age Assistance program, and to the district supervisor of the State Relief Commission to interpret the services available from the Child Welfare Division, but little response was received other than an assurance of a willingness to refer child welfare cases to the supervisor.

say that, if the Glenn home was not a good one, certainly they should never be permitted to adopt the child. He suggested that we see Judge Brewer of Green Valley in whose circuit the Glenns live and forestall any proceedings.

Judge Knox explained that he was attempting to be almost everything in addition to being the judge because they had no welfare officer. He realized it was too much of a job to do well. He will welcome any assistance that we can give him. He has been doing considerable placing in foster-homes and, when we suggested that he might like to know how his placements were working out, he immediately said he "surely would." When we offered to visit the homes for him he hoped we would as soon as possible. Judge Knox impresses one as being really interested in children. He explained their Detention Home and wanted us to see it. As we were leaving, he urged us to come back and remarked there was plenty of space for us in the courthouse.

November 25, 1936. Judge Knox.—When congratulated upon re-election, the judge laughed and said he had almost recuperated and that he wanted to get a lot of things done. We discussed the C.W.S. program in detail, also the role he plays as judge, probation officer, and welfare officer! They have had a welfare officer two or three times, but they have never been trained or experienced workers so they have been of no value to him. He would be happy to have a special child welfare worker who could be of real help to him and the community. The county governing board has felt, though, that they could not afford to pay \$100, which the director of the state Child Welfare Bureau had estimated as their share of the expense. We explained that the expense would be between \$60 and \$70 a month, and if they could get another county to go in with them it would be just half that much. He thought that amount was reasonable and requested that we come over after the first of the year, meet the county board, and present the proposition to them as we had to him and he thought they might consider the matter because they realize that they need someone to assist him. He thought it would be better to wait until after the first of the year to arrange for the advisory committees as well as to meet the county officials because of the many changes among the officials. He was quite interested in the juvenile court work survey. He remarked he rarely handles a colored case. He does not mind sending a guilty adult where he should go; but, when it comes to youngsters, "that's a different matter." As a rule he gives them a chance under his supervision and, with few exceptions, he has had satisfying results. When a boy is under his supervision, he tries to get acquainted with him, learn

his interests, puts him on his honor, and has him report every Saturday afternoon. He brings with him a school and Sunday school report. He is always given an opportunity to attend the church he prefers, and the judge tries to see the minister and Sunday school teacher in order to secure their interest in the child. To his disgust they so often express interest in what he is doing or trying to do, then go no further. At one time he had as many as twenty-three boys in his "class." He chuckled when he told worker that if an officer threatened to arrest a boy and bring him to the judge, the boy would frankly say that he did not mind because the judge was his friend.

He thinks that one of the things their community needs most is to become conscious of the part of each citizen in community affairs instead of "leaving it up to someone else." He would like to see a preventive program instituted with many people assuming responsibility because he thinks what he has been doing is just like "slapping at a mosquito." What he would like to do is "get at the hatchery." Told him we would certainly like to work with him on such a project and that with a good advisory committee we might get somewhere. He would like for us to see how some of his placements are working out because he realizes how frequently situations change. Judge Knox obviously enjoys his work with children, is really interested in them, and is most understanding. Sometime later we met him coming up the stairs hunting us because Miss Catlin, Red Cross worker, had approached him about a case which he thought was not one for the state home, yet he was at a loss as to what to suggest and thought we would be able to help with it. He stayed awhile to listen in, saying he wanted to learn something.

R. T. Lee, circuit clerk.—Mr. Lee certainly entered into the spirit of the survey of juvenile court work⁵ and insisted on helping us secure material for it.

February 27, 1937, Sam Haines, new prosecuting attorney, is quite friendly, has a pleasing personality, and is apparently quite socially minded. When Judge Knox introduced Mr. Haines he laughingly remarked that he planned to turn over all of his work to him. The attorney expressed interest in the C.W.S. program and remarked that he had great respect

⁵ This survey conducted by the state children's bureau was the first effort to obtain state-wide statistics concerning the children who came before all the juvenile courts in the state during 1936. The district consultants compiled statistical information from the juvenile court dockets of each county covering the age, sex, race, reason for referral, and disposition of each juvenile court case. A study was also made of all adoptions granted in the rural counties during the year.

for Judge Knox and his work with juveniles and although he was new at his job he would be glad to work with us any time.

Dr. Christian Julius, local disaster chairman for the American Red Cross, is a quiet, rather retiring, though forceful individual. There was little opportunity in the rush of flood-relief work to give him other than a brief picture of our work. He seemed to appreciate our offer to be of service in any way and agreed that the children in the refugee camps certainly needed attention. They have an actively functioning recreation committee whose duty is to outline such work and thought that the chairman would be delighted to have us work with her. Later, when he dropped in at one of the centers where we were supervising some recreation for the youngsters, he remarked, "That's fine," as he watched them having a gay time. Think he will be a person who should be cultivated because he is interested in people and community activities.

Miss Adelaide Hahn, member of the Board of Directors of the American Red Cross chapter and chairman of the Recreational Committee for Flood Refugees, is an active leader in club work and community activities of various kinds. She explained the program they had set up and asked for suggestions in handling the recreational job assigned her committee. I told her that, as soon as there was an opportunity, we would like to go into detail about our work; and, since she expressed interest in it, we hoped we could induce her to take an active part in any project that might be advisable to work on in her community.

Judge Louis Knox.—Called to ask him if he had any emergency situations with which we could assist. He did not have, but, when we informed him that several C.W.S. workers had been sent into the flooded area to help, he was pleasantly surprised. As one of the local A.R.C. directors, he was quite interested in the program under way there, which, of course, is not a new responsibility for that community, because of previous disaster work.

Mr. Miles, supervisor of old age assistance and relief, is interested in anything that will be beneficial for rural sections of the state. He seemed keenly interested in our idea of giving service alone and felt that there was a real field which had not been touched but which needed attention.

Mr. Person, high-school principal, was in charge of the junior high school flood refugee center and was very busy. He is extremely interested in children of all ages, though naturally the high-school group absorbs most of his time. He thought that the recreational program for the refugees was most important and was delighted when the work got under way. He seemed interested in the brief discussion we had of the C.W.S. pro-

gram and declared that not only the refugees in Eastwood but the whole community needed a recreational program. Told him we hoped that sometime his idea would be carried out.

SUMMARY OF CONSULTANT'S COMMUNITY CONTACTS
FEBRUARY TO JUNE 18, 1937

Rose Parks, old age assistance worker, was greatly pleased to learn of the C.W.S. program and hoped that she could be of service to us. She eagerly inquired about available material that would help her to understand the program and felt that Grady County would certainly keep us busy.

Mr. S. Larson, county superintendent of schools, is interested in the rural child. He commented on the difficulties he had had to contend with in the rural districts and how he was endeavoring to get each school to meet the requirements so that they would be rated as standard schools. He felt that the health problem was a real one, which he had been having little success in combating. Truancy, too, has been most provoking. He thought the C.W.S. program seemed quite comprehensive and volunteered to be of any assistance he could in working it out in Grady County.

A. Robert Ridenour, member of Kiwanis Club, American Red Cross Board, chairman of the District Fair Committee, Crippled Children's Committee, and other organizations, is one of the leading citizens of Eastwood. He is well liked, seems to have boundless energy, and, when we discussed the C.W.S. program with him, he remarked that he had been keenly interested in children for a long time, though most of his work had been with the Crippled Children's Bureau. He immediately expressed real interest in the C.W.S. program and offered his assistance in any way possible. He commented that most of the children's work in the community so far had really been carried on by the Kiwanis Club. He thought that a recreational project for Eastwood and for the outlying rural districts was a real need. Later, when he attended a meeting we called, he again emphasized the need for a recreational project and, after it had been discussed by the group, remarked that he felt quite sure the Kiwanis Club would be interested. He volunteered to lay the project before them at their next meeting.

Mrs. Lettie Smith, president of the Community Club and member of Red Cross Board of Directors, impresses one as being an efficient person who is keenly interested in civic and community affairs. She expressed a real interest in the C.W.S. program and offered to help in any way she could. She has not only attended the two meetings that have been called

to date but has been an active participant in the discussions. She is known as a woman "who gets things done in a hurry" and is good at planning.

Mrs. Jackson King, president of the Board of Charities.—We were introduced to Mrs. King at a lawn party given for the benefit of the Episcopal church; and as soon as she learned we were interested in children, she brought up the Detention Home and the part the Board of Charities played in caring for the clothing needed there; then went on to tell us about Rolly Lacy, a youngster who has been in and out of the Home for nine years. She is concerned about his antisocial behavior, but hoped that he would not be sent to the reform school. She readily agreed that in view of his behavior and background a mental test seemed advisable. Later, when we approached her about assisting with arrangements to take him to Green Valley for an examination, she thought she might be able to manage it.

Mrs. J. W. Riddell seems to be either an active or an honorary member of every club or organization in Eastwood, where she has lived for many years. She has always been active in public affairs and, in spite of her age, still is a leader. Judge Knox spoke of her affectionately as "Mother Riddell." She has been particularly noted for her activities relating to children, and when we discussed the C.W.S. program with her, her face fairly beamed. She offered to help us become acquainted in the community and was instrumental in making it possible for us to meet many people. She urged us to count on her for anything. She told how she had frequently taken girls to the state training school alone and spoke of her welfare and church activities and her intense interest in the Needlework Guild, of which she is president. She had made over a hundred articles of clothing last year herself. Most of the work of the Eastwood Club went to the Detention Home.

Phillip Worth, county farm agent, is a university graduate and has been in the county for three years. He is an active, enthusiastic person. He is "trying to teach folks how to get more enjoyment out of life on the farm" so is not only interested in crop work of various sorts but in the social side of life too. The county does not have a home demonstration agent so he tries to carry on 4-H Club work and Home Economics Club work. Grady County was one of the first counties to have a home demonstration worker, but for several years they had been without one; and efforts to induce the county officials to assume their share of the expense had failed so far because they always declared that they did not have sufficient funds to do so. Various community groups have pleaded in vain.

He is quite pleased with a farmstead improvement campaign which he has been able to foster with the aid of the Kiwanis group. He has twelve Home Economics clubs in the county. He invited us to attend a meeting of the presidents of the clubs who wished to organize a county council and to discuss the child welfare program with them. Although not all the club presidents were in attendance, those present seemed to be progressive, intelligent individuals.

Mr. Worth's wife is a graduate of a state teachers' college and for a time was a playground supervisor in Denver. She is evidently well liked and is a great help to Mr. Worth in his work. She expressed much interest in the C.W.S. work and felt there was real place for it in Grady County.

Mrs. T. J. Nelson, president of the Women's Civic Club, discussed freely the work of her club, which consists mostly of taking care of the furnishings and recreation at the Detention Home, brought out the difficulties that they were encountering, and gave us considerable history of the Detention Home. Their club was instrumental in establishing the Home, and it was they who had made the first down payment on it so that the children who came to the attention of the court would have a place to stay until plans could be made for them.

She regretted that the community had no recreational program and felt it was unfortunate that they did not have a Boy Scout organization. She also brought to our attention the need for Big Brothers or sponsors for some boys whose fathers were dead. When she inquired just how we secured our referrals, we explained, then pointed out that as soon as she could secure the names and addresses of her young son's friends in whom she was interested, we would consider them referrals. She seemed most enthusiastic about the C.W.S. program and the possibility of a special worker and said she would help us as much as possible.

R. S. Lehman, Joseph Dobbs, and William Kritz, county commissioners.—The first time we met with the county board at the invitation of Chairman Lehman he was absent. We found Mr. Dobbs and Mr. Kritz quite interested in children and, when we discussed some cases which had come to their attention, they not only participated in the discussion but asked pertinent questions. We did not go into detail concerning the C.W.S. program but postponed this until their next meeting when all three commissioners would be present.

At our next meeting Mr. Lehman took the lead and the report that he is not only the leader but "what he says goes" seems true. He is rather young, is connected with a large business firm, and is considered a good

businessman. When Miss Swartz⁶ and I discussed the C.W.S. program, the commissioners listened intently, then Mr. Lehman remarked that Judge Knox, who had brought the matter to them before, had told them that morning of the possibility of a special district worker, had emphasized what a help he thought the service would be to him, also how much more adequately the juvenile work of the county would be handled, so Mr. Lehman wished to know what our special district proposal was. Then we explained that, although we had been able to give some service to the county even with our large territory, our service to any one county was of necessity limited. However, with a worker handling two or three counties they could meet the needs fairly well. Douglas County had expressed an interest in joining Grady County in forming a special district. Mr. Lehman immediately remarked that they had no funds in their budget to meet their share of the expense of such a project, yet all the commissioners agreed that Judge Knox certainly had more than he could handle adequately and when Mr. Lehman suggested that they try to raise at least \$25 in some way, as the county's share, they heartily agreed with him. Mr. Lehman immediately ordered the county clerk to write in the minutes an order pledging the county funds for the C.W.S. project in Grady County, which they would like to see functioning by July 1. Mr. Lehman inquired how long the program was planned to run and was told as far as we knew there was no time limit.

They thought the idea of investigating foster-homes before placing children in them was splendid; also the standards set up for such homes. They seemed quite pleased because we planned to work with other existing agencies and hoped to develop a real community program which would be for the interest of their children. It was evident, too, that they were also pleased because we were planning for Miss Swartz to devote considerable time to Grady County.

Larry Reese, W.P.A. supervisor, immediately declared, after hearing a brief discussion of the C.W.S. program, that what they needed most for the children in the community was a recreational program. He had been concerned about children wandering around on the street and felt that if our recreational program could be worked out it would keep them "out of mischief." He described the W.P.A. recreational program which was being utilized in several near-by counties and saw no reason why a similar one could not be worked out for Eastwood. In his N.Y.A. division he has

⁶ A new child welfare worker who was available for special service in this county for a period of two months under supervision of Miss Long, the consultant.

around forty young men who have been making tennis courts on the various school grounds. If a plot of land could be leased for a year, they could start making whatever seemed best in the way of playground facilities.

Rev. A. R. Post, pastor of First Methodist Church, is recognized as a real civic leader in the community. He explained that he did not belong to a single club in town, nevertheless worked on anything that was worth while. He was just getting his vacation Bible-school group started and remarked that he hoped to make it a community affair because they could accommodate as many as two hundred and fifty children between the ages of four and eighteen. Their church also tries to take care of any needy members. He expressed interest in the C.W.S. program and offered to do anything he could to help.

Rev. T. T. Rickman, pastor of Baptist Church, also seems to be public spirited and interested in social problems. He had heard something of our work and was heartily in favor of the C.W.S. program. He also felt that one of the real needs was for a recreational program. Last spring several of the ministers got together concerning such a project, but only unfavorable publicity came out of it so they dropped the matter. He would like to see such a project include the outlying districts, Lewistown, the east side, the colored section, and also the rural area. He also mentioned the need for a Boy Scout organization and a Big Brother group. He realized what Judge Knox was attempting to do with the children that came to his attention and knew how he was handicapped because of lack of resources. He was heartily in accord with him concerning the need for a "preventive program."

Dr. T. F. Carter, physician in charge of District 4 of the Public Health Project, is most enthusiastic about the public health project. He commented that he would have a nurse for each of the two counties in his district, also a sanitary engineer, and that all of them would be happy to work with us at any time. He planned to work out a co-operative plan with the medical unit in the Eastwood area. In the outlying sections of the county, however, he knows there are few doctors available, so will give much more direct service. They plan to carry out an immunization program of various types, work with the W.P.A. on a malaria-control campaign, and try to improve wells, toilets, and general sanitation.

Miss Sarah McGrath, public health nurse for Grady County, not only is a graduate nurse but has had experience and special education in a recognized school of public health. Her work will include the promotion of health and prevention of disease; supervision of mothers during preg-

nancy, also planning for confinement and aftercare; supervision and work with the public schools of the county; teaching first aid and giving demonstration of bedside care in case of illness. Miss McGrath is a friendly, likable, practical person and seems to have a clear conception of conditions in rural areas.

Mrs. Fannie Luster, member of the Daily News staff (only newspaper in Eastwood).—Mrs. Luster seemed personally interested in the C.W.S. work and hoped we would be able to give her news stories from time to time.

A joint meeting with the Public Health Unit.—We were not familiar with the new Public Health program so, at our suggestion, several agency representatives met with Dr. Carter and Miss McGrath. The meeting proved most profitable for all concerned since none of them was familiar with the new resource which is available in their community.

*Child welfare group meeting.*⁷—Representatives from various service clubs and civic organizations and some interested individuals met at the courthouse to discuss a child welfare program. It was pointed out that we were interested in helping them work out plans for the most needed project in their community and that a more effective and constructive program could be carried out if all the clubs and interested individuals pooled their energies and worked co-operatively instead of singly.

The representative of each agency made a brief statement of its scope, program, limitations, and the part it might play in a child welfare program.

The consensus seemed to be that a recreational program should be the first thing started. They seemed most enthusiastic, entered freely into a discussion which lasted almost two hours, and finally adjourned with a determination to organize and actively start working on the problem as soon as possible. The next meeting was to be one at which each person present would be responsible for trying to get other club representatives and individuals to attend so that the group organized would be one representative of the community.

We feel that the initial meeting was a huge success. Everyone seemed tremendously interested and eager to do his share in carrying out the C.W.S. program including the recreational project. Judge Knox remarked that the meeting paved the way for something he had been hoping for for a long time—a “preventive program.” Mrs. Smith commented that getting all the clubs together was “the only way to do it.” Mr. Ridenour felt sure the Kiwanis group would be interested in the project mentioned

⁷ The exact date of this meeting is not contained in the record.

and that he would take it up at their next meeting. Mr. Worth was hopeful of the project's having something that could be utilized by the rural areas. He also commented that he was sure Mrs. Worth would be tremendously interested in playground activities and would be glad to help plan them. The Red Cross secretary said they planned to try to make swimming instruction available whenever the new city pool was completed. It appears that if a special child welfare district is set up, to include this county, the worker will have the assurance of splendid community interest and assistance.

Those in attendance were: Rober Ridenour, Kiwanis Club; Mrs. Ruth Mills, Red Cross secretary; Mrs. Lettie Smith, Community Club; Mrs. T. Herman, Community Club and Cancer Committee; Miss L. Martin, Junior Chamber of Commerce, Women's Division; Circuit Judge Louis Knox; Rev. T. T. Rickman, Minister's Alliance; S. Larson, county superintendent of schools; Larry Reese, W.P.A. supervisor; Phillip Worth, county agent; also Junior Chamber of Commerce and Lions Club representatives.

June 17, 1937.—Clipping from the *Eastwood Daily News*:⁸

The Grady County Board of Commissioners yesterday appropriated \$25 to be paid to the State Child Welfare Division, to be used in financing a special child welfare program which will be started here July 1.

Miss Sara Long, supervisor of child welfare work over this district of nine counties, said yesterday that Miss Rose Swartz will be in charge of this special circuit, which will be comprised of Grady, Douglas, and possibly another adjoining county. Her headquarters will be in the courthouse.

For the new child welfare program made possible under the Security Act of February, 1936, the state has been divided into eight major districts, each made up of four circuits, and has also arranged for ten special districts where necessary, the state and the special district dividing the expenses.⁹

The supervisor will at all times co-operate with the circuit judge and at a later date an advisory council will be selected to assist with the work. It is thought that a more comprehensive program can be effected through this arrangement.

⁸ This was the beginning of a considerable amount of newspaper publicity filed in the record. Most of it has been omitted here as it usually repeats information in the narrative. It was later learned by the worker that the editor had a sister who was a social worker in another state and she had given him considerable interpretation of social work.

⁹ Grady County contributed \$25 monthly toward salary and traveling expenses of the worker and in addition furnished office space and equipment, clerical supplies, telephone, postage, and stenographic services. In 1940 they increased this contribution to \$30 monthly.

Miss Long made arrangements for a special meeting to be held at the courthouse this afternoon at 4 o'clock, and representatives from local service and civic organizations were asked to attend the session.

NARRATIVE RECORD OF MISS SWARTZ, ACTING CHILD
WELFARE WORKER, GRADY COUNTY

June 22, 1937. Interviewed Rev. Kimball, pastor of the Presbyterian Church. He settled himself comfortably in a chair and asked us to tell him about our work. When we had finished, he leaned forward and began firing questions at us. He was most interested. He had met a former juvenile court judge in St. Louis last year, and when this judge was passing through Eastwood recently, they had another long talk about children's work and juvenile delinquency.

Rev. Kimball feels that what Eastwood needs most is a recreational plan—not outdoor playgrounds, particularly, because the children can fish and swim in summertime but an indoor community center for games and meetings with cards and dancing prohibited.

A meeting of all the religious organizations had been held early in the spring to undertake this plan, but it fell through. He hoped we would go ahead and carry through some sort of recreational project. He assured us he would assist in any way he could.

Interviewed Dr. Christian Julius, president of the Red Cross.—He wanted to hear about the children's work and told us that his only work in this line had been with crippled children. Grady County has its own fund for crippled children, which is administered through the Red Cross. It was started by the \$250 donation of an Eastwood resident, who is vitally interested in children. Dr. Julius is most intelligent, cordial, and anxious to co-operate in every way.

Report of second meeting of Child Welfare Council.—A meeting to go ahead with plans for a Child Welfare Council in Grady County was held in the county courtroom in Eastwood at 7:30 P.M., June 22, 1937.

Miss Long conducted the meeting, explaining that the plan to form a council had been discussed at a previous meeting and it had been decided to call together a larger representation before taking definite steps.

Those present at the meeting were: Judge Louis Knox, circuit judge; Mrs. T. Herman, representing the Cancer Committee; Mrs. Thomas Strong, State Tuberculosis Society; Mrs. Perry Sunderland, Parent-Teachers' Association; Mrs. Norvell, American Legion Auxiliary; Mrs. T. H. Wilson, Young People's Association of Baptist Church; Mr. Joseph Hasty, Junior Chamber of Commerce; Dr. Foster, Lions Club; Miss

Adelaide Hahn, Junior Red Cross; Mrs. Ruth Mills, secretary of the Red Cross; Mr. John Truman, city superintendent of schools; Mrs. Jackson King, Board of Charities; Miss Georgia Tate, County Relief Committee; Miss McGrath, county nurse; Dr. Carter, Health Department; Mr. Worth, county farm agent; Mrs. Smith, Community Club; Miss Long and Miss Swartz.

Each person present gave in a few sentences the scope of his work; how it might relate to a children's program and what he or she felt were the needs of the community regarding children. Mrs. Sunderland, president of the Parent-Teacher Association, Mrs. Wilson, and several others expressed the need for supervised playgrounds. Judge Knox spoke on the cost of crime in the United States and the necessity for crime prevention. He pointed out how much the church group could do, saying that 95 per cent of the children coming before the court had never been to Sunday school. He emphasized that the child welfare work should not be undertaken by a small group but should become the responsibility of every citizen in the community. "We must all become more conscious of the needs of our children and especially of the neglected child."

Mr. Worth, county agent, stressed the fact that he thought that any program should be county wide.

Miss Long described the child welfare program and the work of the State Child Welfare Division. She summed up the main points brought out by the members present and pointed out how everyone had suggested that the preventive work start with recreational plan. She commented that a similar feeling had been expressed at a previous meeting and that Mr. Ridenour had volunteered to ask Kiwanis if they would sponsor such a movement.

The council was then asked what they felt the next step should be. Mrs. Strong moved that a leader be chosen and nominated A. R. Ridenour as chairman. The motion was seconded, carried, and Mr. Ridenour was unanimously elected. Judge Knox then suggested that Miss Swartz be secretary of the council. We announced that we felt the secretary should be a community member because Miss Swartz would not be there permanently. After some discussion, however, it was agreed that she would serve as "acting secretary" until the program was under way. After telling the group that Mr. Ridenour would notify them of the next meeting, the group adjourned.

June 25, 1937.—Called on Mr. Ridenour to tell him of his election, as he had been out of town for several days. He seemed quite pleased. "I've

always said the one thing I would take my coat off for was a recreational plan for children of Eastwood." He said that this sort of a plan had been discussed for the last seven years, without any action being taken, and if he went into it he wanted to see it carried through. He asked us to explain the purpose of our work and of the council and requested suggestions for an organized program which the council might carry through.

We gave him a picture of the state child welfare work and how the council might fit into it. He asked for several days to think things through. Three days later he walked in to say he felt the council might undertake three things: (1) carry on the crippled children's work that had been started; (2) form a venereal disease clinic; (3) plan four playgrounds for Eastwood: one in the colored section, one in the west end, one on the east side, and one in Lewistown [a south side suburb].

In talking over these suggestions, Mr. Ridenour immediately realized that the crippled children's program was already in the hands of the Red Cross and that the venereal clinic was being started by the County Health Unit so he decided he needed more time to consider a plan.

When he returned the next day he said he thought that if the council were to accomplish anything it should undertake only one project at first and suggested that it be a single playground in the west end. We pointed out as tactfully as possible that it had been brought out at the last meeting of the council that any plan should consider especially the "neglected" child and certainly the west end had few such children. We went on to say that the council thought that several playgrounds could be begun simultaneously in different parts of town and that since it was uncertain how long we could obtain N.Y.A. labor to work on them, we should make use of this resource immediately. The council had also emphasized that any plan should be county wide and not just for Eastwood.

Mr. Ridenour agreed on second thought that this was a better plan. He came back the following day to say that he had consulted several "key people"—Mr. Lehman, Judge Knox, Dr. Hamilton, Dr. Julius, and Mrs. Riddell—and that he was now ready to go ahead with the plans. We suggested that if the community felt it had a share in the original plan it might co-operate more enthusiastically when help was needed later on. Mr. Ridenour felt that this would be true, particularly in Eastwood. Together we worked out a list of representatives of the following offices or groups: the County Board, the Circuit Court, the Methodist, Baptist, Presbyterian, and Catholic churches, the Parent-Teachers' Association; the Tuberculosis Society, P.E.O., Needlework Guild, Commu-

nity Club, Women's Civic Club, American Red Cross Board and Staff, Lions Club, Junior Chamber of Commerce, County Doctor, County Farm Agent and his wife, County and City Superintendents of Schools, W.P.A., County Relief Committee, County Health Department, and one representative each from the villages of Glenville and Caldwell.

Mr. Ridenour sent out the following notice to these people:

As Chairman of the recently formed Grady County Council for Child Welfare, I am appointing you a member of this Council and am calling a meeting Monday, July 12, at 7:30 P.M. in the County Courtroom.

At this meeting we want to form a constructive preventive program for child welfare in Grady County. It has been suggested that our first step be a recreational project. We need your help to lay definite plans for this project. I shall count on your attendance at this meeting.

July 6, 1937. Interviewed Dr. Hamilton, county doctor.—We thanked him for the willingness he had expressed to give physical examinations to the Grady County children we brought to him. He said he would always be glad to give this service and to help us in any way he could. Mr. Ridenour had told him about us and he wanted to know us better. We explained our children's program, the kind of cases we accepted, and our aims. He was heartily in accord with all this and said he would refer cases to use when they came to his notice. We hoped he would be a member of the Grady County Child Welfare Council and felt sure that Mr. Ridenour had already spoken to him about this. He said he would be glad to serve.

Dr. Hamilton said he had given Rolly Lacy an examination but had not made a blood Wassermann. We explained that we would like a Wassermann routinely with every physical examination, and he agreed to do this. He explained the county health program to us and the plan for opening venereal disease clinics this week in the county courthouse. He suggested that we could help by referring children to this clinic and helping them to get there. Dr. Hamilton is well trained, young, and energetic and has a social point of view, but he cannot take an active part on the council because he is too busy. We made at least five attempts before we were able to see him.

July 12, 1937. Report of Child Welfare Council Meeting, held in county courtroom at 7:30 P.M. It was a ghastly hot evening; nevertheless, the twenty-one members who were present were so enthusiastic that even after the meeting was over most of them stayed a while longer to continue the discussion and to chat with one another.

Mr. A. R. Ridenour, chairman, immediately announced that the meeting was called for the definite purpose of formulating actual plans for

going ahead with the recreational project, which they and other community individuals had assured him was one of the things Eastwood needed most. He pointed out the necessity of beginning the project immediately in order to use the N.Y.A. labor which could be utilized because the N.Y.A. project might be discontinued.

After considerable discussion it was agreed that the only way to proceed was by means of concerted effort rather than by leaving the responsibility to a single group. The matter of planning the project as to scope, location, equipment, personnel, and supervision followed after it was agreed that several committees should be appointed, each being responsible for a certain phase. It was unanimously voted that they try to secure ground for at least four playgrounds in the four sections of the town, namely, Lewistown, the east side, the colored district, and Eastwood proper. They agreed that if more grounds could be secured the project might be expanded, also, although we would have to make a humble beginning, with little equipment, that as time went on, the project should be expanded and eventually it might be made county wide. Mr. Worth, county agent, and Mr. Larson, county superintendent of schools, both felt that ideas from the Eastwood project could be utilized throughout the county and no doubt the Home Economics clubs and also the 4-H clubs might be leaders in carrying it out in the county. Mrs. Sunderland of the Parent-Teachers' Council explained that they were tremendously interested in the project and would be glad to fit in anywhere they were needed. It was finally decided to ask the Kiwanis groups to secure the necessary ground, the planning committee and other committees were to be left to Mr. Ridenour to appoint, and every member of the council was urged to participate in any way he could. Miss Long suggested that it might be helpful to the planning committee to send in suggestions to them. Reverend Rickman thought that the group he was working with in Lewistown might be a very logical group through which we might work or at least find leaders in that particular community.

Mr. Ridenour called upon Miss Swartz to explain the child welfare work briefly. She explained that the formation of the State Department of Public Welfare was in progress¹⁰ and that the Grady County Public Welfare Board would no doubt be appointed very soon from a list of names sent in by the county commissioners. She emphasized the fact that the Department would administer old age assistance, aid to dependent children, general relief, and child welfare services through the state and local departments of public welfare. She then read the section

¹⁰ In accordance with new legislation creating a State Department of Public Welfare.

of the Senate Bill with reference to the duty of the Department to co-operate with the United States Children's Bureau in establishing, extending, and strengthening child welfare services. She cited three or four cases in this part of the state as examples of cases accepted by C.W.S. She urged them to feel free to refer cases other than those requiring economic assistance.

When someone suggested that possibly the project should be left to the County Board of Public Welfare, the consensus was that they would be too busy to assume such a responsibility but that a representative from the board should be in the Child Welfare Council.

Mr. Ridenour announced that he would call the council together from time to time and emphasized the need for everyone to put forth his best efforts. He is so enthusiastic and is evidently so well liked and respected in the community that he makes a good chairman. He will announce his committee appointments soon.

July 21, 1937. Conference with Mr. Nethers, a broker and a member of the Kiwanis Club, who is known to be actively interested in child welfare. He has been sponsor to several boys and later has found superior homes for them. He owns several farms over the county and used to take the boys around with him when he was overseeing the farms. Although we called on him during office hours, he gave us a great deal of time. He listened with rapt attention to the story of Rolly, putting in questions here and there, which showed a real understanding of children. He thought that there might be a place for Rolly on one of his farms if he could find an intelligent father-person with enough of an intellectual background to satisfy Rolly's needs. He wanted to consider the matter and talk it over with other people and then he would get in touch with us again. He knew of the child welfare work through his friend Mr. Ridenour.

July 23, 1937. Mr. Hagerman, owner of general store in Blountville, is known as the main source of information on all families in the vicinity of Blountville. He and his wife run the store together. They live in a large concrete house just outside of Blountville and are considered outstanding people in the community. Mrs. Hagerman is well groomed, matronly, and more kindly in her attitude toward people than he. They gave us helpful information regarding the Hollister family.

July 28, 1937. Interview with Dr. Erick, Eastwood, on Whipple case. He is a white-haired, slow-moving, slow-speaking man. He did not greet us cordially because he thought we might be connected with the Health Unit, about which he seemed rather skeptical. We explained the setup

of our organization in reply to his questions. We then asked for the health record of Mrs. Whipple for whom Dr. Erick had made out affidavits for Esom Hill Sanitarium. He had no written record but told us what he could remember. This case reminded him of a similar one in which the children were being exposed to active tuberculosis and in which he asked us to make an investigation.

Dr. and Mrs. R. F. Manny were seen on several occasions throughout July. He is a dentist who takes a real responsibility toward community work and serves on the W.P.A. advisory committee. Mrs. Manny comes from the East, has had some social-work training, and has always done volunteer social work wherever she has lived. In Eastwood she served for many years as secretary of the Red Cross. Mr. Ridenour recently made her a member of the executive committee of the Child Welfare Council to plan the playgrounds and recreational program for Eastwood. She was enthusiastic about this and anxious to begin work immediately. She has been a helpful resource in working out plans for several cases.

July 30, 1937. Mr. Albert Price, owner of Price General Store in Rosewood, which includes the post office and a gasoline station. Mr. Price is a vigorous middle-aged man who takes an active interest in his community. He knows all the families in the vicinity of Rosewood intimately. He has served on various advisory relief committees. He spoke with feeling of the hardships that the people in this vicinity suffer. The country is too rocky and hilly to grow good crops, and the sawmills are deserted because all the good lumber has been used, so that the people are all very hard up. He realizes the benefit of advisory help from people living out in the country since the worker in Eastwood cannot see conditions from close range. He gave us detailed and helpful information on our two cases in Rosewood and said he would be glad to be of further assistance when we needed it. He would be good material for a county advisory committee.

Summary.—Worker has had frequent informal conferences with Mr. Ridenour, chairman of the Child Welfare Council, and with various members of the council concerning plans and what was actually being done. Some of them made referrals, others were eager to know more about the C.W.S. work. The people in Lewistown have made a real effort to get started, but they have decided to try to purchase ground for their part of the project and have been somewhat delayed because the owner of the land happens to be out of town. Mr. Ridenour brought up the subject of sponsors to a large class of men who meet every Sunday morning for Bible study, and we hope through them to find some good sponsors.

MEETING OF PLANS AND EQUIPMENT COMMITTEE OF THE
CHILD WELFARE COUNCIL OF GRADY COUNTY¹¹

The meeting was held Tuesday September 7th in the county courtroom. The following persons were present [names omitted].¹²

Mrs. Worth brought up the question of a more specific definition of a playground. Should there be drinking fountains, what should the limitations be in regard to age, what equipment is the committee most interested in supplying? The equipment depends to a large extent upon the money available for the purchase of this, as well as the size of the grounds.

It was suggested that a finance committee be appointed by Mr. Ridenour, and the plans and equipment committee could present suggestions for the necessary purchases.

According to the previous discussion it is contemplated to establish four centers. It was the opinion of Rev. Rickman that Lewistown was probably the most ready for the beginning, and effort should be concentrated there first. He suggested that three persons living in Lewistown be appointed by Mr. Ridenour to select the most desirable location in that section. Dr. Julius was in agreement with this plan and thought that after the establishment of the playgrounds one person from the four sections should be asked to serve on the Child Welfare Council. The names suggested by Rev. Rickman were Mr. Grover, Mr. Hess, and Mr. Stone.

There was further discussion by the Committee with regard to the supervision which would be needed. Mrs. Worth was of the opinion that it could not be entirely volunteer and that it would be wiser to have the grounds open for a shorter length of time if adequate supervision could not be obtained. She is well informed with regard to this phase of work because of her experience in a neighborhood house and in public schools. She was pleased to obtain a pamphlet concerned with planning for a playground and leisure time in a small town. She offered to secure other copies of this for the committee. We also suggested that she write to the National Recreation Association for suggestions with regard to a playground for school children. (It had been decided by the committee that the greatest need was for the school child.)

Child welfare worker consulted the committee regarding the advisability of having a booth for the county fair. Mrs. Manny and Mrs. Worth offered to assist. It was Mrs. Manny's opinion that a story-telling project be planned for

¹¹ From this point on, the official minutes of the council meetings are substituted for worker's reports of the meetings in the record.

¹² The minutes of each meeting of committees and council contain a list of those present but these have been omitted for the sake of brevity. Those attending usually include Miss Long, district consultant, and, after September 1, Miss Clark, who replaced Miss Swartz as child welfare worker in Grady County.

Brackets are used throughout the book to indicate summaries or insertions by the editor.

the booth, and she suggested the names of several persons to assist. Worker advised that time would be limited for collecting supplies needed for the booth and brought out the fact that there were no funds.

It was suggested that no action regarding the playgrounds be taken until the return of Mr. Ridenour.

MINUTES OF THE GRADY COUNTY CHILD WELFARE COUNCIL
THURSDAY, OCTOBER 14, 1937, 7:30 P.M.
COUNTY COURTHOUSE

Mr. Ridenour opened the meeting [at which twenty persons were present] by asking everyone there to state the name of the organization to which he belonged. He outlined briefly the interest of the club in a recreational program for Eastwood. A report was requested from the Kiwanis Club. Mr. Nethers, who has charge of this west-end project, was not present, and Mr. Reese stated that the tract of land in Stanley Woods was ready to have work done on it for playground purposes. It has not been declared free of taxes by the city. The size of the tract is that of a city block. It was hoped that work on Stanley Woods would begin within the following month.

Mr. Stone reported on the Lewistown Project. There is a plot of ground, two and a half acres, which it might be possible to lease. The W.P.A. requires at least a year's lease before they will organize a project to use their labor.

Mr. Ridenour asked Mr. Lane, principal of the Booker T. Washington School, about the playground for the colored children. The P.-T.A., of which Mrs. Lois Kirk is president, is interested in sponsoring the playground. Mr. Lane has had experience as a playground instructor in another state and is anxious to develop one in Eastwood. Mr. Lane's main interest, at this time, is to obtain permission for the use of the grounds for this purpose.

Mrs. Owens, who has had eleven years' experience in Chicago in playground work, gave a vivid description of her work there. Her talk was interesting, and several people in the club asked questions.

After some discussion Mr. Ridenour stated that the most essential feature in planning for a playground was adequate personnel, as learned from the talk by Mrs. Owens. In all probability it is the playground leader's ability to sell herself to the children which makes for the success of a recreational program. For the city of Eastwood one paid leader would be adequate, with volunteers carrying on the work.

Mr. Ridenour was anxious that some program be started as an experimental unit and he suggested the possibility of the American Legion's putting up huts on the playground, the use of school buildings after school hours, and the use of vacant stores and churches.

Mr. Reese made the suggestion that classes start now with volunteers, using the high-school coach for supervisor. Objections were raised to this because of the fact that the high-school coach teaches academic classes as well as athletics

and he has no time outside of school work. Mrs. Norvell suggested that each service organization furnish a leader one day a week. This was thought inadvisable as the program would have no continuity and there would be a loss of interest on the part of the children. Rev. Post offered the use of his church for night classes. He made the comment that "mothers' attendance at clubs makes it necessary to have playgrounds. The children who need these facilities could be better supervised in their own home should their mothers interest themselves less in club activities."

The age group for the experimental unit was to be from six to twelve. Inasmuch as the east side is the section of Eastwood in which delinquency is most prevalent, the motion was made by Mrs. Lettie Smith and seconded by C. M. Carr that the Junior Chamber of Commerce assume sponsorship of an east side playground. Mr. Hubbard agreed to present this plan to the Junior Chamber of Commerce; he commented favorably on this activity. The Business and Professional Women's Club offered to assist in the sponsoring of the east side classes. Mrs. Parker agreed to report on the result of her findings with regard to a suitable place if the school could not be obtained. Mrs. C. M. Carr, assisted by her Girl Scout troop, and Mrs. Worth would be responsible for working out a program. Mr. Ridenour suggested that Mrs. Worth obtain information regarding the salary of a paid supervisor and learn if there is one available in the Eastwood community. He also requested Mrs. Worth to write to other cities where there are successful playground programs.

The meeting adjourned at 10:30 o'clock.

MINUTES OF THE GRADY COUNTY CHILD WELFARE COUNCIL
TUESDAY, NOVEMBER 30, 1937, AT 7:30 P.M.
COUNTY COURTHOUSE

Sixteen persons were present. Mr. Ridenour reported that work on Stanley Woods had been started by the N.Y.A., and some progress had been made in clearing the ground. One tennis court will be built on this location. Most of the members present were aware of a petition which had been presented to the Board of Education on November 29. This petition requested the use of the present Lewistown school building for recreational purposes and a community house in the future. The new Lewistown school will be ready for occupancy about the first of February, 1938. The old building is a frame structure, which is owned by the Board of Education, and it was the Board's plan to sell the building.

Mrs. C. M. Carr and Mrs. R. F. Manny obtained the names of twenty-five persons representing various organizations in the city. The petition was circulated in the name of the Child Welfare Council. Mr. Ridenour, Mrs. C. M. Carr, and Mrs. Phillip Worth appeared before the Board to make the request and to submit the names. No final decision was made. Mr. Lehman, county commissioner, who is President of the Board, appointed two members of the

Board of Education, to consider the matter further and report back. The building now stands on school property, and it will be necessary to have it moved. Mr. Ridenour had made inquiries in Lewistown and was assured by the residents there that any needed repairs to the building and expense involved would be financed by them.

Mr. Stone reported the receipt of a letter from the owner of the lots in Lewistown expressing a willingness to lease her ground for the payment of taxes. The location of her property is ideal inasmuch as it is opposite the new Lewistown school and within a short distance from the present site of the proposed community center. Further inquiries will be made in obtaining this land either on a long-time lease or the use of the land with an option to buy it at a later date. Mr. Ridenour was hopeful that the building would be given to the Child Welfare Council for a community center as those members appointed by the Board of Education were in favor of this plan.

Mrs. Phillip Worth gave an interesting report on the value of playgrounds with proper leadership. A detailed report of her talk was published in the *News* of December 1, 1937. The information which she gave the group had been obtained from the Lions Club National Office and the National Recreation Association.

C.W.S. worker reported on a meeting which she attended in Cedar Point on November 29, 1937. This meeting was sponsored by the State Sunday School Association and was one of six to be held throughout the state. Those attending the meeting from Eastwood were Mr. John Truman, Mr. Larson, and C.W.S. worker. The topic for the conference was "Preventing Delinquency through Working Together." The agencies which were included were: the 4-H Club, Homemakers Club, both of which were sponsored by county and home demonstration agents, Boy and Girl Scouts, the public schools, P.-T.A., the church, and Child Welfare Services. The program followed very much along the line which has already been started in Grady County. There was no given solution for the individual community; but each community must work out the program which is best adapted to its need, and this could only be on a co-operative basis.

Mr. Ridenour discussed the need for other committees in the council. The committee which was appointed at one of the earlier meetings should continue as a recreation committee although originally appointed as plans and equipment committee. Mrs. Manny is chairman of this committee. The suggestion that Mr. Ridenour made was that a delinquency committee be formed to study causes. This would involve, first, the reading of current literature on the subject and a close observance of the assets and liabilities in the community of Eastwood which influence delinquency. The other committee which is to be formed is an intake and case committee. Dr. Julius requested an explanation of the difference between the two committees. It was explained that one would concern itself with the general aspects of delinquency and the other would concern itself with the specific child or family. There was little discussion about the personnel

of the committee. Mrs. Manny recommended that John Briggs be made a member of the case committee because of his interest in welfare and his previous experience on the Red Cross case committee. Mr. Ridenour stated he would appoint a committee at a later date. Lance Farley's name was recommended for the Child Welfare Council as a representative of the city government.

Mr. Ridenour reported that handicraft classes are to be started by the W.P.A. in a building rented by the Kiwanis in Lewistown. Miss Tate was questioned regarding the availability of relief clients to take the course, who may later be trained for playground work. Miss Tate offered to keep this in mind and when she receives word from W.P.A. will make recommendations. The class is open to others than those on relief.

Dr. F. S. Taylor gave a short talk on the work of the venereal clinic in Grady County and the high rate of "filth diseases" in the county.

The meeting was adjourned at 9:30 o'clock.

NARRATIVE COMMUNITY RECORD OF CHILD WELFARE
WORKER RESUMED. SUMMARY FOR
NOVEMBER, 1937

Junior Chamber of Commerce.—We were asked to attend a meeting of the Chamber of Commerce on November 2, 1937, for the purpose of explaining the recreation program. The Junior Chamber of Commerce is composed of several schoolteachers and the younger businessmen and professional men of Eastwood. There were about fifteen present at the meeting. We explained the work of the Child Welfare Council and the interest in the council in sponsoring a community-wide recreational program and mentioned the need for a group to sponsor a program on the east side. This section of Eastwood is well known to everyone because of the large number of underprivileged children who reside there and the questionable character of some of the residents. In order to secure N.Y.A. labor, it is necessary that land be leased for one year and that the project be sponsored by an organization. At the present time the city plans to build two tennis courts in this section, and the ground has been prepared for this purpose. The Junior Chamber of Commerce was especially interested in planning for a baseball diamond and croquet grounds. The chairman of the group appointed Joseph Hasty chairman of a committee to locate suitable grounds near the present site selected by the city. The members of the group were interested in sponsoring a playground and seemed pleased to be a part of the plans being made for a recreational activity. One of the teachers questioned the value of playgrounds without leadership and thought that a paid leader would be of more value to the town than the person in charge of the community band who re-

ceives \$100 per month. This group does not have much money in the treasury but seemed willing to do its part.

Business and Professional Women's Club.—We were invited to attend a meeting by Miss Gillette, principal of one of the local schools. A meeting was held at one of the member's home and was a steak-fry. We were asked to give more detailed information about the recreational program planned in Eastwood. We advised that we were especially interested in the use of the Jefferson School for classes in handicraft and games after school hours. We were not sure the building would be available and asked the club members to suggest any other available place on the east side for this purpose. If a suitable place were located, it would be necessary to make a small expenditure for material and some equipment. The president asked for a discussion by members as to the advisability of financing classes of this kind. The members voted that the club should help in any way possible. This gave further opportunity to interpret the activity of the council, and we found both clubs eager to help in any way they could.

Women's Civic Club.—On Sunday, November 28, 1937, we were asked to come to the home of Mrs. Nelson, president. She wanted to discuss with worker the complaints which had arisen among the club members against Mrs. Pettee, matron of the Detention Home. Mrs. Nelson related the history of the institution, of which Mrs. Pettee has been matron for twelve years. Prior to her employment by the club, she had worked in the shoe factory and found it difficult to care for her daughter because of her absence from the home. She is given no salary but receives room and board. The county governing board pays \$18 per child in addition to the heat, lights, and gas. The club furnishes clothing for the children, pays for the telephone, and this past summer spent several hundred dollars on repairs.

Children are admitted in the Home only upon the advice of Judge Knox and are discharged in like manner. The club makes no attempt to place the children or make plans for them.

The house committee of the club and Miss Lawson (committee member and member of the Child Welfare Council), in particular, have been very insistent that Mrs. Pettee be removed, citing among other reasons a lack of co-operation with child welfare worker. We pointed out that on several occasions we had asked Mrs. Pettee to give us the names of persons making inquiry about children, and, although we understood people came to the Home inquiring for foster-children, these names had never been given to us. At no time have we had difficulty in getting

children from the Home. We suggested to Mrs. Nelson it would be well not to mention our name in talking to the county board about Mrs. Pettee as we have had little contact with her.

We suggested to Mrs. Nelson several times that the club study the cost of the Home to their own organization as well as to the county for a period of two or three years. This suggestion had also been made to Miss Lawson, but neither indicated interest in following out the suggestion. We also recommended that it would be well to have a committee composed of the following: one member of the club, one member of the county governing board, Judge Knox, and C.W.S. worker to formulate more definite policies for the Home. Mrs. Pettee would then better understand her duties, and the relationship of all those interested could be clarified. Mrs. Nelson thought this a good suggestion and asked Mr. Lehman, chairman of the county board, about a committee of this kind before taking any action with regard to Mrs. Pettee.

There is little doubt that Mrs. Pettee is getting old and perhaps more irritable and with pressure from various members of the club she, too, feels the need of some more definite policy. We recognize the value of Mrs. Pettee and the service she has given in the past.

Truant officer.—T. D. Curtis came to C.W.S. office to report several children absent from school. Mr. Curtis devotes part time to truancy work. He is the engineer for all the Eastwood schools and is official locksmith for the courthouse. He is past middle age, seems to have a kind manner and some understanding of truancy from the standpoint of parents and children. His approach is not through fear. Most of the children whom he reported are habitual truants, and he believes the conditions in the home warrant intensive work. We explained the co-operation which we should be glad to give him on a limited number of cases, and he seemed to appreciate our willingness to help him.

Superintendent of Schools, Mr. Truman mentioned in a principals' meeting that since the employment of a child welfare worker school attendance had improved considerably. He realizes the need of a trained person in getting children to attend school.

Jefferson School (on the east side) has two basement rooms which could be used for recreational classes after school hours. We talked with Miss Ora Robinson, principal of the school, but she was reluctant to use the school for this purpose. She has been with the school system for thirty-eight years. These rooms are not heated, and we are making further effort to convince Miss Robinson of the value of classes after school hours and to obtain facilities for heating the rooms. The superintendent

has been seen by a member of the Child Welfare Council, and he has advised her that a radiator may be installed in one of the rooms.

Mrs. Violet McDowell called for an appointment. She has been appointed County Representative for Child Welfare in the Federated Clubs and she wished to know the activity of our department and the work of the council. She did not wish to duplicate our efforts. She had planned to refuse to accept her appointment but, when we advised her of the coordinated program of the clubs as worked out in the council and invited her to become a member, she agreed to write the district chairman that she would accept the office. The Federated Clubs are especially interested in maternal welfare and handicapped children. *Mrs. McDowell* has been active in the Red Cross for a number of years and is at the present time serving as vice-chairman.

Mr. John Briggs was seen about the possible admission of a child to the Christian School for Boys, but we learned that this school is open only to high-school students. Tuition is free, and the students work for their room and board. *Mr. Briggs* is on the board of the school and promised to co-operate with us in any way he could. He has served as a member of the Red Cross case committee, and his name is associated with other welfare activities in Eastwood. At the meeting of the council on November 30, 1937, his name was suggested for membership and approved by the group.

MINUTES OF GRADY COUNTY CHILD WELFARE COUNCIL
THURSDAY, MARCH 11, 1938
COUNTY COURTROOM

Twenty members of the Council were present at the meeting.

Mr. Anthony James explained the work of the W.P.A. in connection with recreation. He is supervisor over thirty-two counties. He had samples of work which had been made on various projects. He explained that in order to have a recreational program for the summer, it would be necessary for the city or board of education to employ a paid director. The W.P.A. would furnish assistants. These persons are not capable of supervising without direction from someone who is trained for this particular work. *Mr. James* suggested that \$500 would cover playground expense for the entire summer for the entire city of Eastwood. *Mr. Truman* suggested that a budget be made and presented to the Board of Education. This budget should include the amount of money necessary for replacement, as well as the equipment and supervision.

There was some discussion as to the plan for playground lots. *Mrs. Smith* reported that the Community Club owned three acres. It would cost \$125 to equip this ground, and it is located one-fourth of a mile from Stanley Woods, in the west end of town. *Mr. Truman* suggested that the P.-T.A.'s be seen with

regard to equipment. The Stanley Woods plot is sponsored by the Kiwanis, and they plan to equip it. The Junior Chamber of Commerce has appropriated \$50 for an east side playground, but as yet no ground has been located. Mr. Ridenour would appoint a committee to meet with the Board of Education at their April Meeting.

Report was given of Lewistown activities and the efforts to purchase the old school building. Each member of the Board of Education had been seen by Mrs. C. M. Carr, and a bid of \$150 had been made by Mr. Hess for Lewistown. Mr. Ridenour suggested that another bid be made, stating that they would cover \$2.00 above the highest bid, and this bid should be signed by Mr. Davis. No land has been found which would make it possible to move the school immediately, but the people of Lewistown were enthusiastic about finding a place at a later date.

A brief report was given the council by worker of the number of cases which had been handled during the past year, and the Sawyer case was related to the council in detail. Judge Knox made a brief talk on the importance of leisure-time activities in the prevention of delinquency.

Mr. Ridenour asked to be allowed to resign because he had been chairman of the council for almost a year and the pressure of work for the County Fair demanded so much of his time. He appointed a nominating committee as follows: Rev. Kimball, Mrs. Roy Parker, Mrs. Ruth Mills, Mrs. C. M. Carr.

Meeting adjourned at 10:00 P.M.

March 15, 1938.—Clipping from Eastwood Daily News:

Residents of the Lewistown community have purchased the old school building from the Eastwood school board and will use it as a community house.

Donald Davis, representing these residents, was high bidder of five who submitted bids that were opened at the regular school board meeting last night. The bid was \$202. The building will be moved at once to an adjoining lot.

The Junior Chamber of Commerce was granted permission to use the school stadium for softball league games from June 1 to September 1. A committee with John Mathews as chairman appeared before the board to make this request. The board stipulated that the Junior Chamber is to pay for light bulbs and electric current and repair all damages to the premises. Use of the new gymnasium is not included.

The board voted to ask for bids on not less than 500 nor more than 1,000 folding chairs for use in the new high-school gymnasium.

March 22, 1938.—Clipping from Eastwood Daily News:

Several persons of Lewistown met at the new Community Hall recently to organize a club which will be known as The New Community Club. Officers of the organization are [omitted].

The purpose of the club is to co-operate with the recreation project which is sponsored by the Kiwanis Club.

The next meeting will be held April 4 and the entire community is invited to attend.

MINUTES OF THE GRADY COUNTY CHILD WELFARE COUNCIL

APRIL 18, 1938, 7:30 P.M.

COUNTY COURTROOM

Fourteen members of the Council were present including the representatives of the Girl Scouts, Needle Work Guild, N.Y.A., American Red Cross, Lions Club, county superintendent of schools, American Legion, Lewistown Community Club, Jefferson School, W.P.A., Ministerial Alliance, Booker T. Washington School, and the D.A.R.

Mr. Robert Ridenour, chairman, presided. A report was requested of the nominating committee. The following persons were suggested for president: Dr. Manny, R. T. Bell, Earl Holmes, and Dr. Julius. (A secret ballot resulted in the election of Dr. Manny.) For vice-chairman, Mrs. C. M. Carr, and secretary-treasurer, Mrs. L. K. Kayser, were suggested and accepted. Mr. Ridenour expressed his approval of the election and offered to continue his interest in the council in the future.

Report of the playground activities was requested. Mr. Stone advised that Mr. Davis, who is president of the Lewistown Community Club, had gone that evening to make inquiries about six lots which were near the school. Effort to raise funds is being made, and a pie supper would be given the following night at the Community House for this purpose. Mr. Stone asked about the availability of W.P.A. labor to help move the schoolhouse, and Mr. Reese advised it would not be necessary to make a special project of this but thought that labor and materials could be obtained, without going to this trouble. As soon as ground is available, Mr. Stone is to notify Mr. Reese.

The Junior Chamber of Commerce of Eastwood had offered \$50 for playground equipment. The committee of the Junior Chamber of Commerce was unable to find available space on the east side as most of the land is owned by one person, who has sublet it for small garden spots. In view of this, it was thought that the Jefferson school ground was the most desirable, and it was large enough to have a softball diamond. There had been some opposition on the part of the principal to using the school ground. Child welfare worker had informed Mayor Thomas of the situation, and Mr. Thomas had consulted with the various members of the Board of Education and obtained their consent to use the school grounds. It was his opinion that this was the most logical place for the equipment. Mr. Holmes, in the absence of Mr. Thomas, expressed the interest of the east side in having as much play space for the children as possible. Mayor Thomas had consulted with the P.-T.A. of the east side and interested them in giving a croquet set. It was suggested to Mr. Holmes that he go to the meeting

of the Junior Chamber of Commerce on the following night and present them with the information that the school ground is available.

Mr. Lane, of the Booker T. Washington School, has been unable to obtain suitable land in the vicinity of the school for a playground. He plans to equip the present school ground and continue his efforts to locate one lot which may be used for tennis. The P.-T.A. has already raised \$30 to pay for equipment. This has been done by giving concerts and selling pies at the roadhouses. Mr. Lane asked that everyone present attend a benefit concert that week given by a well-known Negro singer.

Mrs. Manny has had donated two rolls of wire by a lumber company and has asked the Community Club to furnish the additional wire for making a tennis court on their grounds. It would cost around \$100 for wiring both courts. Child welfare worker suggested that only one court be used for tennis, and the other court for volley ball. The latter game enables more children to play, and it is not necessary for the children to have their own equipment. Mrs. Manny was to get in touch with Mr. Page and Mrs. Smith about the matter further. The Community Club lots will contribute a fifth project—one more than the council had originally planned.

Mr. Ridenour reported that the Kiwanis Club was going ahead with plans for Stanley Woods for the west end playground.

The matter of supervision was mentioned. Child welfare worker had consulted Mr. Truman, who had informally discussed the matter with the Board of Education and found them interested. No definite plan was made to employ someone, but Mr. Truman felt reasonably sure that the athletic coach would be retained for the summer.

Announcement was made of the State Welfare Conference to be held in April. Anyone who was interested in going was to get in touch with child welfare worker.

The meeting was adjourned at nine o'clock.

MINUTES OF GRADY COUNTY CHILD WELFARE COUNCIL
MAY 10, 1938, COUNTY COURTROOM

The meeting (with an attendance of twelve) was opened by Dr. Manny, who expressed gratitude to the council for his election as chairman and also expressed his willingness to serve the council in the best possible manner for the coming year. Reports were then requested from the various representatives of the playground group.

Lewistown.—Mr. Stone advised that the Lewistown Community Club was negotiating for a five-acre plot of ground—two and a half acres, or six lots, which they plan to purchase, and the other six lots would be available to them until such time as they were sold. The matter of financing has not been entirely settled, but the club plans to meet on Thursday, May 12, to complete negotiations for a loan for about \$1,500 which covers the price of the entire project

including repairs on the school building. The Lewistown Women's Club plan to have a stand on Fifth Street during the District Fair to raise funds for the recreational project.

East side.—As there was no representative from the Junior Chamber of Commerce, worker reported that a group of east side residents, the mayor, and child welfare worker had met with the Junior Chamber and \$35 had been granted for use in making the playground on the school yard. This organization had previously given \$50 and revoked it because of lack of interest.

Booker T. Washington School.—There was no representative from the school, but report was made that plans were being made to use the school ground and that equipment has been installed for this purpose. The P.-T.A. plan to use their funds obtained from entertainments given during the year to defray the cost of equipment.

Eastwood Community Club.—Mrs. Lettie Smith reported that her club had agreed to pay for one-half of the cost of the tennis court. The remainder of the cost had been met by donations which were procured by Mrs. Smith and Mrs. Manny from lumber yards and telephone company.

Stanley Woods.—Mr. Green had met with Mr. Nethers and Mr. Petty that afternoon to complete plans for the purchase of the necessary equipment. This will probably be the best-equipped playground in the city. There will be a miniature golf course, slides, a swing, and other equipment. The city's two tennis courts are now available. On this same ground will be enough space for a croquet set, which the P.-T.A. has donated. He emphasized the need for supplies to enable people to participate in organized games other than tennis. He also mentioned the fact that many poor children are not able to purchase their own racquet, so there is need for provision for a supply of free racquets. Mr. Green suggested that we have an advisory group of the C.W.C. to assist in planning for permanent recreation. W.P.A. will furnish the necessary assistance with supervision, providing one full-time supervisor is employed. Child welfare worker reported that Mr. Truman was unable to attend the meeting but that there had been a special meeting of the Board of Education at which time they had agreed to pay \$200 for the three months. Playgrounds should have at least four people to supervise them. Questions were asked Mr. Green with regard to when the playgrounds would be opened, and he advised that the W.P.A. assigns people on the eighth and twenty-third of the month. A softball course equipped will cost \$20 and this is recommended by Mr. Green as a source of pleasure for many children.

It was planned that on Monday, May 16, Mr. Green in company with the child welfare worker and the playground supervisor, who by that time should be appointed, and the chairman of the Recreation Committee, would make a survey of all the playgrounds and collect definite data regarding them. On Tuesday there may be a called meeting of the Recreation Committee to plan further. It was suggested to Dr. Manny that members representing the various

playgrounds be included on the Recreation Committee. The name of Mayor Henry Thomas for the east side and Mr. and Mrs. Stone for Lewistown should be added.

Dr. Manny suggested that there be a committee to draw up by-laws for the council. He appointed Judge Knox, Chairman, Rev. Kimball and Mrs. Riddell. The council did not want to appoint a time for regular meeting but thought that it should have meetings on call during the summer.

Mr. MacIntosh commented on the fact that Scout work was beneficial to children and wondered why there was no one in Eastwood who was willing to assume this leadership. Information was obtained that \$1,500 is needed to begin a Scout Area. It was suggested that further information be obtained concerning whether one troop could be organized. Statement was made of the good work that Mrs. C. M. Carr is doing with the Girl Scouts.

Child welfare worker read the community rating scale in use by the Los Angeles Co-ordinating Council. Several members of the council asked that these copies be mailed to them for further study, and one or more of the topics may be used by the Council for their program during the coming year.

Meeting was adjourned at nine-thirty.

COMMUNITY RECORD OF CHILD WELFARE WORKER, APRIL, 1938¹³

Women's Civic Club.—I was asked by Mrs. Andrew Walker, the new president of this club for next year, to come to her home to discuss suggestions for improvements which may be made at the Detention Home. She confidentially told me that the present matron had resigned. Mrs. Walker was enthusiastic about Mrs. Wiggs, who had been selected to take her place. She is a widow who is intelligent and has more modern methods than does Mrs. Pettee. She has asked the club to work closely with her and to make suggestions. The club plans to give her a list of menus. Mrs. Walker also asked us about other detention homes which they might visit to obtain ideas. The names of some good institutions were given her.

We thought it would be well for the Home Committee to pay closer attention to the clothing of the children and to their playthings. Mrs. Walker thought that some member of the Home Committee should be responsible once a week for an outing; to a show, or downtown. School

¹³ In addition to the material published here the Grady County record contained copies of the detailed reports sent by the worker to Judge Knox on September 1, 1937, and December 1, 1937, covering case-work and community activities. The worker actually used the title "child welfare worker and probation officer," which indicates her relationship to the court. The reports also indicate that the court was the source of referral of a large number of the 167 children referred in the period July 1 to December 31, 1937.

work of the children should be followed through, and, if necessary, the children should receive extra help. We thought that more complete records of the children should be kept, indicating their behavior in the Home and their reactions. We suggested that routine health examinations be made on every child before admittance and that any illnesses which occurred should be reported to the Home Committee. We later learned from Miss Lawson that the committee decided that health examinations were a part of the child welfare duties. Mrs. Walker felt that more emphasis would be placed on the work in the Home during her period of chairmanship than previously, as she is vitally interested in the children there. She was grateful to child welfare worker for her assistance and interest. We were asked to attend the closing luncheon for the year.

Missionary Circle, Methodist Church.—We learned that the Evans children, who attended the Methodist Church, were being helped by the Missionary Circle. We called the chairman who was enthusiastic about working with us and suggested that we meet with the Circle. We discussed the family with the group and made suggestions concerning ways in which they could help. A committee composed of three members will help in planning menus, and a bed will be given the family. Towels and washcloths with their names on them will be supplied by the group. Fresh milk will be sent to the family daily. We found the Circle composed of a group of intelligent women, somewhat overenthusiastic in their efforts to help. We cautioned against a number of people going into the family but thought that one person would be enough. Some of the group had natural contact with the children because of their membership in the Sunday school class. (See case record for further details.)

Child Welfare Council.—The council has had fairly regular monthly meetings. The council has worked on a recreation project for the last year, and we believe, for the coming year, there should be other interests. Time has not permitted regular meetings for the case committee, and there is need for a committee of this kind. Dr. Manny is interested in having this committee meet. The membership of the council, although not constant, has had representatives from the more outstanding civic organizations.

EDITOR'S COMMENT

This record offers some interesting comparisons with the Clinton County record. A few points of comparison follow:

1. The difference in the amount and kind of information recorded concerning the economic and cultural factors in the two communities. Should sources of such information be recorded?

2. The differences of approach to the community by the two state workers. May these differences be attributable to the fact that Child Welfare Services are to be a part of a co-ordinated program of public welfare in Clinton County, where the child welfare worker will be administratively responsible to the county director, while in Grady County there is no co-ordinated program until later?

3. The amount and extent of responsibility for community organization assumed in Grady County by the consultant as compared with the consultant in the Clinton County record. What are some of the factors which should be considered in determining the extent to which the state worker should participate actively in local community affairs and in interpretation of the program?

4. The organizations of an advisory council. Should it be organized as in Grady County prior to the placement of a local worker in the community, or as in Clinton County be organized later? What are the advantages of each plan? What factors should influence the decision concerning the time to organize the lay advisory group?

5. Note the use in each record of individual cases in revealing needs and pointing to ways of developing community resources; also the finding of community leadership through collateral visits on cases.

In addition to the comparison with the Clinton County record the following points are of interest in the Grady County record:

1. The use of the prestige and interest of the circuit court judge (who has juvenile jurisdiction) in obtaining funds and support for the child welfare services. Is there any danger that the child welfare worker thus obtained will come to be thought of as an auxiliary of the court service to the exclusion of other activities?

2. The use of the churches as resources for leadership in developing child welfare services and the recreation program as well as in helping with individual cases.¹⁴

3. The overlapping of leadership for the various community agencies, with a few outstanding persons, such as Mr. Ridenour and Mrs. Smith, serving on several boards.

4. Which would be the sounder method of organization for this community, a broad community council for welfare planning with subcommittees on child welfare, on work programs, on family service, and on other aspects of public welfare, or separate advisory groups for each organization, competing with one another for the time of community leaders?

5. Note the choice of additional advisory council members by the child welfare worker without action of the council or a membership committee. Is this advisable?

¹⁴ See discussion of the church as a resource in Part III, below, pp. 318-20.

6. The worker's handling of the problems of the detention home as presented to her by Mrs. Nelson on November 28, 1937, and in later interviews.

7. Under what auspices should the public recreation program develop in a rural community, under the educational authority, the municipality, the county, a social-work agency, or a separate authority?¹⁵ Note the role of the school in Grady County recreational plans.

8. In recording community developments what material should go in the narrative record and what information might better be kept in a community resources card file?

9. To what can be attributed the success of the child welfare worker in organizing for recreation where others had failed?

10. What combination of skill and knowledge does the rural worker need in such a county?

¹⁵ See Educational Policies Commission, *Social Services and the Schools* (Washington: National Education Association, 1939), pp. 43-47. See also, below, Part III, pp. 331-32.

